

SCHOOL VIOLENCE PREVENTION & RESPONSE



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Final Report

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Safe School

bad
people

good
people



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1.0 INTRODUCTION

The School Violence Prevention and Response Task Force was created in the 1999 Legislative Session by Assembly Bill 1113, which was authored by Assemblymember Dean Florez and signed into law by Governor Gray Davis. The Task Force was formed in the wake of the tragic shooting at Columbine High School in Colorado in an effort to reexamine California's school safety strategies and preparedness. It was charged with reviewing the current state of school safety in California and reporting back to the Governor and Legislature with specific findings and recommendations for improvements.

The Task Force was required by AB 1113 to examine all of the following:

- (1) Current statutes and programs in the area of school-based crisis prevention and response.
- (2) The need to enhance state and local programs and security training to adequately prepare school districts and county offices of education to meet the challenges stemming from disruptive or violent acts, on or near school campuses, using existing resources.
- (3) The need to alert school personnel on how to recognize risk indicators for pupils that could eventually lead to violence, including how to refer pupils to trained personnel, such as school psychologists, counselors, mental health providers, or other staff.

The Task Force held monthly public meetings, starting in August 1999. One public meeting was held in San Francisco, and one in Los Angeles, with the rest of the meetings held in Sacramento. The first few public meetings were designed to gather information from a broad range of sources. Testimony was heard from officials of numerous state agencies, teachers, school administrators, school police, district attorneys, judges, probation officers, juvenile program administrators, school psychologists, community activists and students, among others.

Task Force staff has also conducted an extensive literature research review and original research, including a survey of California school districts. Reports and data from California and the nation have been collected, analyzed and presented to the Task Force. Focus groups were conducted throughout the State by the California Research Bureau to solicit the views of students, teachers, school and municipal police on school safety issues and preparedness.

This report is the final product of the Task Force's work. Major findings and recommendations were discussed and adopted by the Task Force. A draft of this report was disseminated, and, its findings and recommendations were opened to public comment at a hearing in February 2000.

2.0 OVERVIEW OF ISSUES

Schools have traditionally been viewed as safe places for children to go to learn about the world, make friends, develop social skills, and become good citizens. However, the illusion of schools as safe havens of learning has been shattered by the presence of drugs and violence. The late 1990s will be remembered for highly publicized incidents of school violence. Children have murdered classmates, teachers, and other school officials in a series of violent incidents across the country. What brought about this sudden surge of violence by these children is unclear. We do know that some of these children were not identified by their parents, teachers, or classmates as being “at-risk” of failing school or in need of counseling at the time of their violent acts. Whether early identification of problems in their home life or in school would have changed the outcome of their acts is uncertain. Nonetheless, their actions have instilled a climate of fear that has profoundly changed perceptions of school safety.

High profile acts of school violence have raised questions as to whether law enforcement and schools are fully prepared to respond to such safety crises. In response to public concerns, in April 1999, California law enforcement agencies and community-based organizations that serve young people were asked in a telephone survey what should be done to prevent violence on school campuses.¹ Their responses were as follows:

- 36 percent want more police and school resource officers on school campuses
- 14 percent want earlier identification and intervention for at-risk youth
- 12 percent want better coordination between schools and law enforcement
- 12 percent want more counselors on school sites to assist at-risk students
- 8 percent want closed campuses
- 6 percent want dress codes
- 5 percent want to deploy metal detectors and other security technologies such as video cameras

A state public opinion poll survey conducted in the latter half of 1999 asked respondents what they thought about their schools and what should be done to address school violence.² They responded as follows:

- 80 percent think that their local schools are somewhat safe or very safe
- 85 percent think after-school programs on campus should be a high priority
- 84 think that community-based after-school programs should be a high priority
- 79 percent think that in-school violence prevention should be a high priority
- 52 percent think that school safety measures (including metal detectors, security personnel and cellular phones in every classroom) should be a high priority

¹ Telephone survey of law enforcement and community-based agencies conducted by the Governor’s Office of Criminal Justice Planning (OCJP) in April 1999.

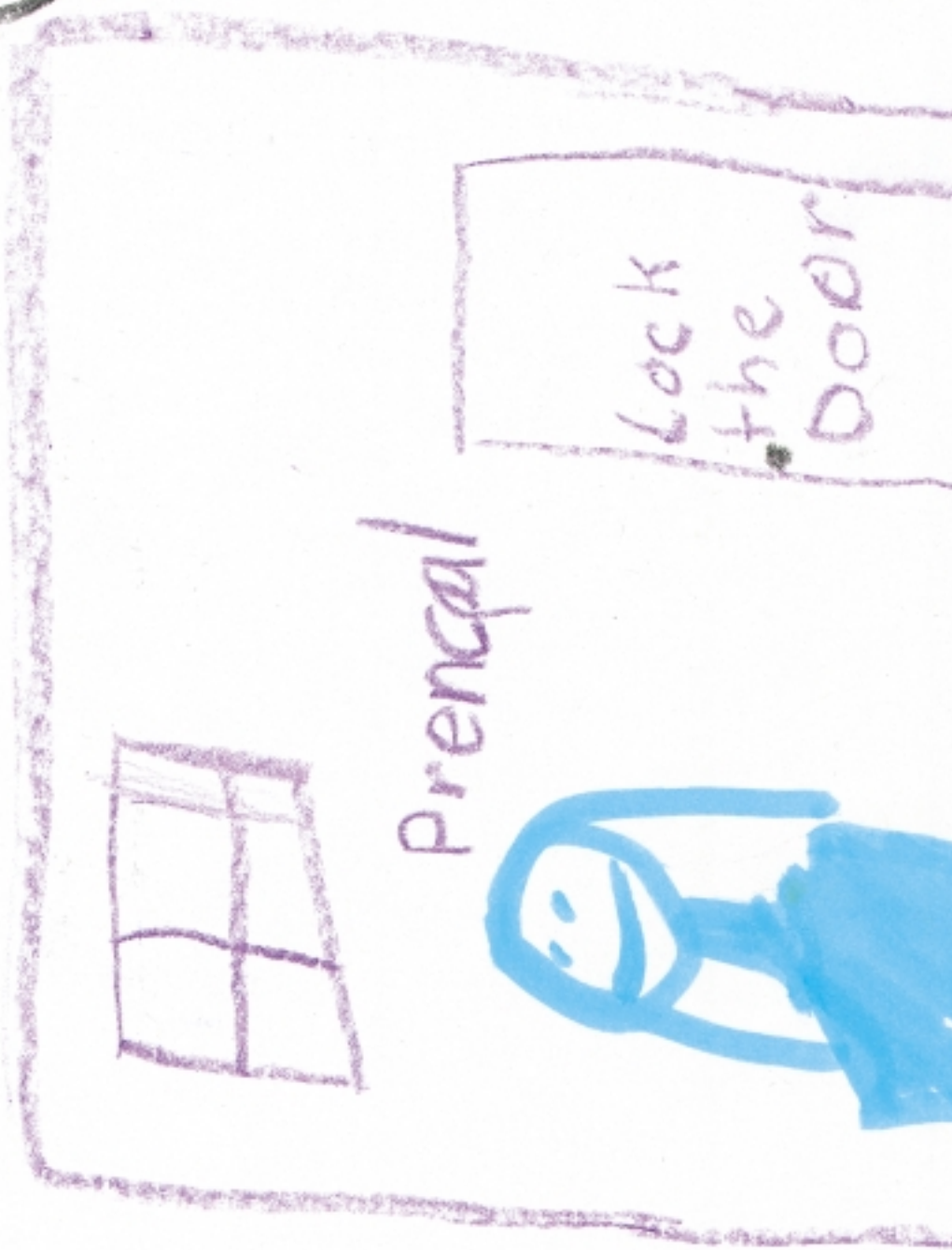
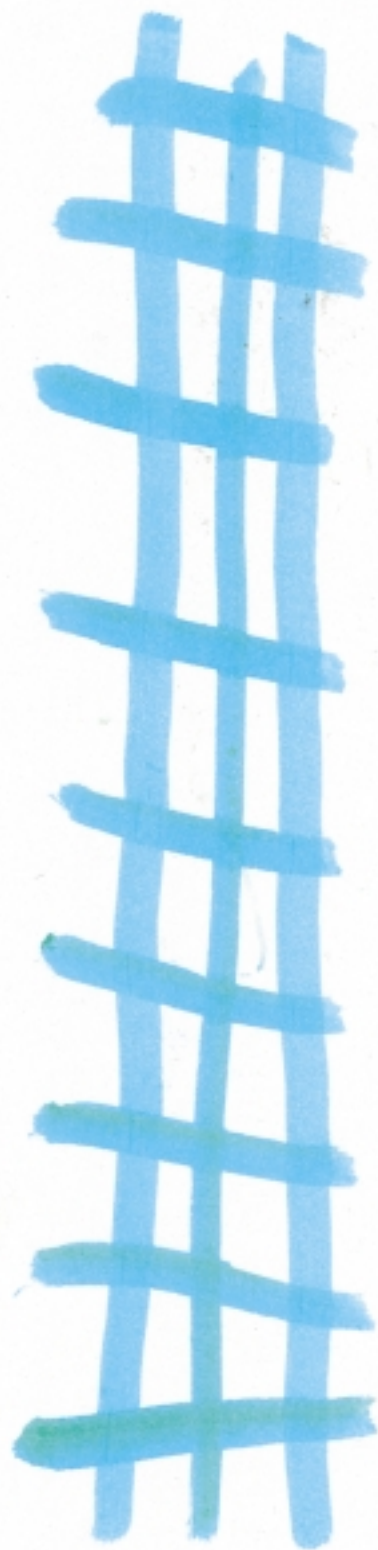
² 750 randomly selected registered voters from throughout California responded to a telephone survey. The California-based public opinion research firm of Fairbanks, Maslin, Maullin and Associates conducted the telephone interviews in August of 1999.

California public school administrators have actively addressed problems of school violence and school security over the years. The most common approach utilizes violence prevention programs and curricula to reduce individual one-on-one student violence and aggressive behavior through life skills building, peer mediation, and conflict resolution. Another less common approach makes it physically difficult for violent acts to occur on school campuses by using a combination of highly visible security personnel, detection technologies such as metal detectors and surveillance cameras, and conventional security measures such as canine searches, locks, and metal bars.

The State Legislature in the first half of the 1999-2000 session passed, and the Governor signed, a series of bills designed to improve school safety, enhancing violence prevention programs, adding more school counselors, improving staff training, increasing after-school learning programs, and funding parental involvement programs for at-risk children. In addition to the creation of the School Violence Prevention and Response Task Force, AB 1113 provides entitlement funds, based on enrollment in grades 8-12, to school districts and county offices of education for the purpose of school safety and violence prevention. The new laws are as follows:

- *Chapter 996, Statutes of 1999* (Alpert)
Extends the sunset date for safe school plans
- *Chapter 28, Statutes of 1999* (Scott)
Adds pornography-related convictions to the list of items disqualifying a person from receiving a teaching credential
- *Chapter 108, Statutes of 1999* (Havice)
Funds after-school learning programs at community parks or recreational areas near primary schools
- *Chapter 832, Statutes of 1999* (Wesson)
Funds grants to community organizations that provide job training in construction for youth who drop out of school
- *Chapter 832, Statutes of 1999* (Bates)
Requires law enforcement to inform a school district when a child is missing if that child is enrolled in a school within the district
- *Chapter 709, Statutes of 1999* (Strom-Martin)
Requires all new schools to have a telephone connection in each classroom
- *Chapter 78, Statutes of 1999* (Strom-Martin)
Establishes a Parental Involvement Grant Program for one-time grants to school districts to develop parental involvement plans

The collective efforts of students, teachers, parents, schools administrators, law enforcement and the Governor and Legislature to create effective violence prevention strategies in California schools should help to alleviate public concern about the safety of our students. However, we must continue to build upon the collaborations between educators and law enforcement across the state so they can help students to learn, succeed in school, and avoid violence.



Prencal

Lock
the
door

3.0 MAJOR FINDINGS AND RECOMMENDATIONS

Based on the evidence gathered by the Task Force and presented during public hearings, the Task Force has arrived at the following findings and recommendations:

FINDING #1: While some schools have conducted crisis simulations and mock drills in partnership with law enforcement, the vast majority of California schools have not. K-12 public schools in California are generally not prepared to deal with the challenge of a domestic terrorist act or any other man-made or natural crisis. This conclusion is supported by the following facts:

- Teachers, school and municipal police focus groups, and public testimony before the Task Force indicate that most police departments have not developed a coordinated crisis response or crisis management plan with individual schools.
- Most police SWAT teams have not received training in simulated school crisis response situations that might involve teachers, fire and rescue, and other civil response teams. In contrast, all schools are required by law to develop and practice earthquake and fire drills.¹
- Most school and municipal police do not have ready access to the school site layouts, maps, and design plans that are essential for an effective emergency response to a school crisis.²
- In the event of a school crisis, schools in many school districts across the state do not have a dedicated communication system with links to law enforcement. Most do not have telephones in every classroom.³
- An unauthorized outsider on campus could precipitate a school security crisis, but law enforcement officers cannot arrest or cite a school trespasser who reappears on a campus seven days after being warned to leave. After the seven-day warning period, officers can only issue another warning (*Penal Code section 627.7. (a)*).

¹ Task Force hearings and police focus group interviews indicate that many local law enforcement agencies have not undertaken crises simulation drills. December 1999.

² Ibid.

³ Testimony presented to the Task Force by the California Teachers Association and teacher focus group interviews. December 1999.

RECOMMENDATION #1: The State of California should require school districts to develop and practice a crisis intervention plan in coordination with local law enforcement officials. The following actions would support that plan:

- Site-mapping or site-based security assessments of high schools should receive priority. Schools could partner with local law enforcement, fire and rescue, and civil response organizations to identify and map school structures and access routes, and to develop appropriate contingency responses. The State Office of Emergency Services (OES) already provides site inspection and coordination for emergency disasters in the state and could assist local law enforcement and school districts in the school site mapping effort.
- Qualified security experts could conduct school safety assessments as part of a *crisis prevention plan*. The infusion of expert analysis might improve school crisis response plans and facilitate a cost-effective selection of programs and security technologies. School safety technologies could include telephones in each classroom, cell phones for each school, and surveillance cameras in school areas that are security risks.
- In order to function effectively with law enforcement in a crisis situation, school site staff require training. Simulated crisis situations could meet that need, provided that school districts plan ahead for that activity. Additionally, it is important that any simulation be coordinated with the help of a qualified expert. However, because of the potential for observers to engage in “copycat behavior” and to gain security information that could be used inappropriately in the future, it is important to carefully consider the type of simulation event that is staged. For example, practicing for a toxic disaster crisis with casualties would simulate the response to a domestic terrorist event.
- Unlike high schools and middle schools, school districts with K-7 classes did not receive additional new funding for school-related security (AB 1113). If new funding becomes available, K-7 schools would also benefit from the additional resources to improve crisis management, including training and a crisis intervention plan that includes site-based assessments and site-mapping.
- The development of a crisis response plan could be a difficult task for small school districts in rural areas. The Police Officers Standards and Training Commission (POST), with the assistance of the Department of Justice, could produce a training video to instruct those schools on how to plan their response.

- Most schools lack a standardized warning signal. School bells or buzzers, for example, could be a relatively inexpensive way for schools to standardize an emergency warning signal by using an approved sound or sequence of sounds. Cell phones with direct links to local law enforcement could be another way to establish a standardized school emergency warning system.
- The Penal Code could be amended to provide police officers the authority to immediately arrest trespassers who return to a school site after having received a warning.
- In order to distinguish school personnel from intruders or outsiders, school districts could require all school staff (including teachers, janitorial personnel, and administrative staff) to wear picture identification badges. This would make it more difficult for an outsider to be on a school campus without attracting attention.

FINDING #2: Many schools do not actively involve parents, teachers and students in developing a community consensus about how to best ensure school safety. This lack of involvement may contribute to the perception that schools are unsafe and vulnerable to violent acts. This conclusion is supported by the following facts:

- Individual school safety plans are required by law (*Chapter 996, Statutes of 1999*), but a Task Force research review finds that many are not comprehensive in nature and do not encourage community participation.
- Students are generally not involved in school safety plan development and implementation, although research suggests that their “front line” participation is essential to prevent problems.⁴
- Students in focus groups frequently raised security-related issues. They were concerned about inadequate security fencing and gates, and afraid of unauthorized older kids and adults on campus. They also frequently mentioned their concerns about lack of safety in school bathrooms.

RECOMMENDATION #2: The State of California should require that school administrators partner with students, teachers, parents, and community-based organizations, and law enforcement to develop effective school safety plans. Representatives of these stakeholders could be required to sign the school safety plan before it is deemed approved.

⁴ Task Force staff interviews with high school students and teachers about their active participation in school safety and violence prevention programs, December 1999 and January 2000.

- Each school should augment an existing active committee with members of these stakeholder groups to ensure there is a forum for school safety issues. This would make it easier for students, teachers and parents to raise and address issues such as strangers on campus, fence and gate repairs, or safety in school bathrooms. Current active committees include those involved with the *School Safety Plan*, *Safe and Drug Free Schools*, *Safe Schools Assessment*, and the *California Healthy Kids Survey*.
- A comprehensive school safety plan should involve students, teachers and parents in an on-going review and enforcement process, using peer and parental networks and community-based organizations to generate information and resolve minor problems. Existing law requires that each school safety plan be revised at least once a year, and amended as needed.

FINDING #3: Most municipal law enforcement personnel assigned to school campuses and school district police have not received training as School Resource Officers (SRO). In addition, non-sworn security personnel and in-house personnel that provide school security on a part-time basis are not required to train for this task. This conclusion is based on the following facts:

- Focus group research indicates that many part-time non-sworn security personnel and schoolyard supervisors are not required to receive any formal school security training. Yet they, along with community volunteers, provide the majority of schoolyard supervision and security. This group includes janitors, classified personnel, contract private security employees and parents.
- Student focus groups suggest that students in some schools relate well with their school resource officers. This relationship facilitates conversation and information sharing that can be critical to ensuring school safety. Yet many law enforcement personnel working in schools with students are not trained to work with students. For example, one focus group of law enforcement officers defined their limited role as to “walk around” a campus, or drive around a cluster of schools, to ensure that illegal activity is not taking place.

RECOMMENDATION #3: The State of California should require adequate training and support for school and municipal law enforcement, school personnel, and community volunteers who provide safety and security on school campuses. Additionally, a certification process for instructors and presenters who train non-sworn security personnel who work less than 20 hours per week should be established.

- The California Peace Officers Standards and Training agency (POST) is responsible for developing law enforcement training standards. The POST should incorporate the special skills required of the School Resource Officer (SRO) into the accredited course work required of all law enforcement and school police personnel who work in schools.
- A training program could be required for all non-sworn security personnel, school staff, and volunteers who provide school security less than 20 hours per week. Currently, training standards for non-sworn security personnel working more than 20 hours per week are the responsibility of the Department of Consumer Affairs, Bureau of Security and Investigative Services (*California Business and Professions Code section 7583.45*).
- School personnel such as principals, vice principals and teachers should participate in the selection of municipal law enforcement personnel and/or school resource officers and non-sworn security personnel. This might help insure that both sworn and non-sworn security personnel have the ability and desire to work with children and young people.
- Trained school resource officers could provide training to school personnel and community volunteers on how to react in a crisis situation and how to best monitor children.
- The Departments of Education and Justice could provide crisis management training to school site staff.
- The Bureau of Security and Investigative Services (BSIS) is required by law to develop the training curricula for non-sworn security personnel but is not empowered to offer it, although the curricula is available on-line. The Community Colleges of California also do not offer this curricula for non-sworn security personnel. Currently, school districts are allowed to contract with any vendor or instructor that offers the BSIS approved curricula. The Bureau of Security and Investigative Services could develop certification criteria for instructors or could collaborate with the Community Colleges of California to offer the curricula through the community college system.

FINDING #4: The majority of California school districts use a variety of violence prevention programming and curricula to prevent school violence. However, many of these programs and strategies lack outcome data and evaluations to determine what works best. Bullying prevention is one of the few programs to have been evaluated and found effective in reducing bullying among students.⁵ Yet bullying programs are not used by all school districts in the state. This conclusion is supported by the following facts:

- According to a California Research Bureau survey of school districts receiving federal or state violence prevention program funding, the vast majority of school districts do not document or evaluate the success of their programs.⁶
- School district officials and school counselors who testified before the School Violence and Response Task Force recommended that school districts be required to document and evaluate the performance of their violence and drug prevention programs.
- Schools that receive state grants for violence prevention programs are now required to establish measurable objectives and guidelines for evaluating results. However, most grants are relatively small and of a short duration (one to two years) and cannot adequately measure or show results. Schools that receive federal funds (*Safe and Drug Free Schools, Title IV*) for violence prevention programs are required to use “research-based” strategies in selecting violence prevention programs. However, long term but costly summative evaluations of violence prevention programs have not been done.
- Students in focus groups at the elementary and middle school levels report that bullying is a major problem. In one economically depressed school district, students who were harassed by bullies were fearful of retaliation because teachers did not respond to their concerns.
- Although bullying occurs at all levels of grade school, high schools in smaller districts generally do not offer bullying prevention programs.

RECOMMENDATION #4: The State of California should require that school districts use violence prevention programs that have been evaluated and proven effective in reducing violence. School districts should also be required to collect outcome-based data to evaluate the effectiveness of their violence prevention programs.

⁵ D. S. Elliott, *Blueprints for Violence Prevention: Ten Exemplary Violence Prevention Programs*, Center for the Study and Prevention of Violence, Institute of Behavioral Science, University of Colorado, Boulder, Colorado, 1999.

⁶ Marcus Nieto, *Security and Crime Prevention Strategies in California Public Schools*. Sacramento: California Research Bureau, California State Library, October 1999, Pages 9-10.

- The Department of Education is developing a database of effective school violence prevention and drug prevention programs based on research it is conducting with school districts and other institutions. However, this information database could be promoted more widely for use by school districts that have violence prevention curricula. The Department of Education currently funds two centers (*Healthy Kids Resource Center and Dissemination Center*) that are designed to operate as a repository of materials on violence prevention.
- The *California Healthy Kids Survey*, which is a youth health and risk-behavior data collection system for school districts, and the *California Safe Schools Assessment*, are potential tools that could be used to evaluate violence prevention program effectiveness. As outcome data is gathered by the Department of Education from these sources, individual schools could have a factual basis on which to adopt effective programs.
- The University of California at Santa Barbara is beginning to develop a database of violence prevention evaluation practices and could take the lead in establishing a resource center to provide schools with technical assistance. School districts could create interagency agreements with the university to help set up and establish the evaluation process.
- Bullying prevention programs should be offered in all K-6 schools, middle schools, and school districts regardless of size and location.

FINDING #5: Many law enforcement officials, schools, community organizations, and individual parents and students support increasing the number of after-school activities available for adolescent and teenage students at school and community facilities to avoid violence after school. This view is especially true in communities with low-income children. This conclusion is supported by the following facts:

- In a statewide public opinion poll, over 80 percent of the respondents indicated support for after-school programs on school campuses or in community-based facilities.⁷
- Nearly half of the children with working parents have no adult care after school, with children of low-income families more likely to be left alone for long periods of time. In 1998, over 5 million low-income children between the ages of 6 and 12 had either both parents or a single parent working after school.⁸

⁷ 750 randomly selected registered voters from throughout California responded to a telephone survey. The California-based public opinion research firm of Fairbanks, Maslin, Maullin, and Associates conducted the telephone interviews in August of 1999.

⁸ S. Long and S. Clark, *The New Child Care Block Grant: State Funding Choices and their Implications*, Urban Institute, Washington, D.C., December 1998.

- The University of Colorado Center for the Study and Prevention of Violence has evaluated a multitude of urban after-school programs and has concluded that large national non-profit programs are well equipped to help troubled children and teens. Such programs are comprehensive and attempt to alleviate problems associated with delinquency and factors that contribute to at-risk behavior.⁹

RECOMMENDATION #5: The State of California should require local school district officials to actively seek partners that are willing to provide after-school academic enrichment, mentoring, recreation, community projects, or personal challenges to enhance student achievement in school or in community-based recreation facilities.

- Low-income neighborhoods, in which children are most in need of safe, interesting and challenging activities, offer few after-school options. Task Force researchers found several schools in poor school districts that do not offer any after-school resources or activities. The state should focus resources on schools in poor neighborhoods. Neighbors and business leaders may be willing to partner in establishing after-school programs or academic tutoring. In addition, school site administrators should be closely involved in coordinating and organizing these after-school efforts.
- After-school programs for children that operate on school sites or in adjacent neighborhoods are an increasing effort to reduce after-school violence and crime. Testimony before the Task Force about effective community-based after-school programs suggests that school districts and community groups should move forward as expeditiously as possible to offer similar programs. The Department of Education could provide information about model evaluation criteria.
- The University of Colorado Center for the Study and Prevention of Violence has developed blueprints for ten exemplary violence prevention programs as part of a national initiative to evaluate what works and what does not work. After-school programs that use a case management approach to address student drug and alcohol use, self-control, and life skills development are cited as one of the top ten violence prevention program approaches.¹⁰

⁹ M. R. Chaiken, "Tailoring Established After-School Programs to Meet Urban Realities." In D. S. Elliot, B. Hamburg, and K. R. Williams (Editors), *Violence in American Schools, A New Perspective*, New York, 1998, Pages 348-375.

¹⁰ D. E. McGill, S. Mihalic, and J. K. Grotper, *Blueprint for Violence Prevention, Book Two: Big Brothers Big Sisters of America*, Center for the Study and Prevention of Violence, Boulder, Colorado, 1998.

FINDING #6: Student focus groups and testimony before the Task Force reveal that many students are afraid for their safety during the journey to and from school. This conclusion is based on the following facts:

- According to the *California Safe Schools Assessment Report*, five percent of the reported criminal incidents in the 1997-1998 school year occurred to students on direct routes to and from campus.
- According to the National Center for Juvenile Justice's *Juvenile Offenders and Victims: 1999 National Report*, one-in-five of all violent crimes involving juvenile victims occurs between 3 p.m. and 7 p.m. on school days. The percentages of robbery and aggravated assault peak at 3 p.m. and remain high until after 9 p.m.
- The Federal Bureau of Investigation (FBI) National Incident-Based Reporting System (NIBRS) reports that juveniles are at the highest risk of being victims of violent crime during the four hours following the school day (roughly 2 p.m. to 6 p.m.).

RECOMMENDATION #6: The State of California should direct state and local law enforcement agencies, schools, and community groups to work together to develop appropriate safe passage strategies for students walking to and from school.

- Existing safe passage programs can serve as models for other school districts and community and law enforcement collaborations.
- Augmented law enforcement patrols on the streets surrounding schools at the beginning and end of the school day could increase students' confidence in their safety.

FINDING #7: Schools generally do not know if a student transferring or entering a school for the first time has been abused, is at-risk due to family problems, has been disciplined in another school district, or is a troubled child in need of mental health services. This lack of information prevents the school from targeting services and monitoring at-risk behavior. This conclusion is supported by the following facts:

- Current state law (*Welfare and Institutions Code section 828*) allows for limited sharing of confidential information about a violent juvenile offender among law enforcement, juvenile courts, and school districts. However, its implementation is uneven around the state. Furthermore, family court and child welfare authorities are restrained by confidentiality laws from providing schools with information about at-risk students.

- Some schools automatically notify all staff about students' criminal behavior. Some schools regularly print a list containing student names, matched with a list identifying the code section of the law the student has violated. Other schools disseminate information only about on-campus violations that result in suspensions. When Task Force staff questioned school administrators about these diverse policies, they consistently pointed to laws requiring confidentiality. For example, some school administrators believe that nothing in the law mandates them to share this information with teachers. Whether or not a teacher is notified about a delinquent student is entirely at the discretion of the principal.
- Research conducted by the Task Force staff finds that sharing of information about at-risk youth between schools and law enforcement is uneven. Moreover, even when information is shared, teachers and counselors are often left out of the communications loop.
- Testimony presented to the Task Force by legal scholars and representatives of the state judiciary indicates that confidentiality and privacy laws make it difficult for county social service agencies to share information with school districts about troubled young people and their families.

RECOMMENDATION #7: The State of California should create a task force to investigate confidentiality laws and practices to determine how critical information about at-risk students and their families can be better shared and applied by schools, law enforcement agencies, juvenile courts, mental health professionals, and social welfare institutions. In addition, within the context of current law, the Department of Education could monitor and facilitate the process used by school districts and site administrators to share confidential information about violent students with school employees.

- The confidentiality law about violent student notification (*Welfare and Institutions Code section 828*) should be enforced. School district officials and site administrators should be accountable for establishing an information sharing process with teachers about students who have committed felony crimes.
- Current law (*Welfare and Institutions Code sections 18986.40 and 18986.46*) establishes a framework for exchanging confidential information among different agencies when the agencies are providing an integrated children's service program for seriously emotionally disturbed children. The sharing of information, however, must be agreed to by the parent or parents of the child, and initiated by the agency directly involved. Legislation could establish a similar integrated process to exchange confidential information about at-risk

students and their families, particularly students who demonstrate violent tendencies towards animals, other students, teachers, and other school personnel.

- California schools are required to collect student demographic and attendance information. The California School Information Services (CSIS) system is designed to track individual student achievement and attendance. However, the system is not fully operational. When it becomes fully operational, a numerical identification code rather than student names could be used to track at-risk students to encourage confidentiality. The state could also encourage an expanded CSIS tracking system in school districts that establish agreements to share confidential information between child welfare, judicial, law enforcement, and mental health agencies.

FINDING #8: According to the 1998-99 California Safe Schools Assessment Report, the number of incidents of assault with a deadly weapon has remained static in recent years. The number of firearms on campuses has decreased over the past four years. The use and sale of drugs and alcohol in public schools have risen in the last two years.¹¹ Punishment for these infractions is not uniform. This conclusion is based on the following facts:

- Penalties for school expulsion under state law are not consistently applied by school districts across the state. Students with repeated drug and alcohol offenses, or who have received multiple suspensions for causing personal injuries to others, are not always expelled.¹²
- In some cases where an expulsion appears to be warranted, Task Force research finds that some school districts instead transfer the student to another district, as allowed under the Education Code (*Sections* 48915 and 48915.1). This transfer practice has allowed some student felony offenders to remain in school. Further, the new school may not be informed as to the student's troubled background, and therefore may not institute adequate precautions or target assistance to avoid continuing problems.

RECOMMENDATION #8: State law enforcement agencies and the Department of Education should explore innovative ways to hold accountable students who are caught with a firearm on school property, or who are caught selling or using drugs and are expelled.

¹ This report is the primary K-12 school crime reporting system for California and is published by the Department of Education yearly.

² Focus group interviews conducted with sheriffs' deputies for the School Violence Prevention and Response Task Force, December 16, 1999

- First time felony student violators who are caught with a firearm could be placed into a state-sponsored juvenile accountability program monitored by the juvenile court in an alternative environment. They would be required to complete a rigorous course of academic and therapeutic programming designed to improve discipline, skills, self-respect and respect for others, and hope. The primary goal is for reentry into a regular school. The Office of Criminal Justice Planning (OCJP) could evaluate the short term and long term effectiveness of such a juvenile accountability program.
- The Department of Education could examine the educational placement procedures and options available for students who are expelled and develop guidelines for providing placement of these students.
- A confidential, statewide telephone tip-line (an 800 number) could be created and publicized for students to inform or warn authorities of a violent or illegal act they have witnessed or believe may be committed by another student.
- About one-in-five school districts currently conduct random canine drug and weapons searches on school campuses.¹³ This practice could be expanded in school districts where drug use among students has not decreased (Canine security services are provided primarily by private sector security firms).

FINDING #9: Methods used to identify students who exhibit troubling behavior (such as obsession with guns, arson, and torturing animals) are being modeled by the FBI and other organizations concerned with school safety. Whether these methods should be used by school officials to remove students from school, or to help them to receive appropriate care, is a matter for local determination. However, most methods are not entirely accurate and should not be viewed as the primary approach to identifying potentially violent students. This conclusion is based on the following facts:

- Using early warning signs to create a “profile” is rarely 100 percent accurate and can result in the misjudgment of an individual’s potential for violence. The Federal Bureau of Investigation (FBI) warns against over-reliance on risk assessments and profiling to determine if students should be removed from school.
- The National Association of School Psychologists has developed principles to govern the use of early warning signs that may help counselors and school officials to identify troubled or at-risk students.

¹ Marcus Nieto, *Security and Crime Prevention Strategies in California Public Schools*. Sacramento: California Research Bureau, California State Library, October 1999, Pages 24-25.

- The *School Violence Alert*, a national publication for school administrators, is concerned about legal issues associated with student profiling, and warns school district members that they may be asking for trouble if they create lists to target students in the general population.

RECOMMENDATION #9: The State of California should require the Departments of Education and Justice to study the appropriateness, feasibility, and efficacy of promoting a standardized system of early warning signs and risk assessment that could be implemented statewide to ensure that at-risk students receive early and effective intervention.

- School officials should cautiously follow those developments and incorporate useful early warning sign indicators and risk assessments to identify at-risk students who need help.
- The Department of Education, with help from the Department of Justice, could develop a clearinghouse of information on the best practices and limitations in the use of early warning sign indicators and risk assessment.



4.0 ADDITIONAL RECOMMENDATIONS

Codes of Conduct

The federal Office of Juvenile Justice and Delinquency Prevention (OJJDP) recommends that individual schools develop codes of conduct that establish norms of expected behavior. The Task Force heard testimony from school administrators that some student and parental conduct codes are models in establishing lines of communication between schools, parents and students.

- School districts should be encouraged to design and develop a “parental and student handbook” that all students and parents in the district would receive at the beginning of each school year. It should be comprehensive, containing information about parent rights and responsibilities, district programs, security requirements, classroom conduct, disciplinary policies, health and welfare programs, school calendar events, and more.

School Construction

Smaller school facilities (1,000 students or less) experience less school violence compared to larger schools. Students and staff are able to know each other better and interact more, enhancing opportunities for personal attention and communication that can lessen stress and violence.

- The Legislature could require the Department of Education to issue guidelines that encourage building smaller schools, or that stress designs that maximize safety.

Judicial and California State Bar Participation in the Annual *Safe School Plan*

Last year California’s Supreme Court Chief Justice Ronald George directed the *Court/Community Outreach Task Force* to identify appropriate ways by which the California judiciary may contribute to ensuring school safety. A representative of the state judiciary *Court/Community Outreach Task Force* testified before the School Violence Task Force to stress their willingness to work on mutual issues relative to school safety.

- At a minimum, representatives of the local court/community outreach programs could formally participate in developing elements of local safe school plans. Information-sharing between the courts and schools, and judicial outreach to youth could be components of the plan.
- The California State Mentoring Initiative is a state government collaborative responsible for coordinating local and private mentoring efforts with targeted school children. The California State Bar Association is a large and rich resource that should be a formal partner in the state mentoring initiative.

Federal Funding of Local Law Enforcement Personnel for Schools

According to a telephone survey of all law enforcement agencies in California that received federally-funded *COPS* positions, about 35 percent use some of the positions for school-related security.¹ Most of the *COPS* federal funding is secure through 2003 (see section 6.1 for discussion). However, whether school districts will be able to continue to employ municipal police officers for security on school campuses after local *COPS* grants expire could be a key future policy concern for public officials.

- School districts should consider a long term funding solution to continue the local law enforcement positions currently allocated for school security.

¹ Telephone survey of law enforcement agencies receiving federally-funded COPS positions on January of 2000.

5.0 IDENTIFYING THE UNDERLYING CAUSES OF SCHOOL VIOLENCE

The dynamics of school violence differ depending upon the type of violence perpetrated, and the motives and goals of the perpetrator. Because there are so many variations in youth violence in schools, successful prevention and intervention hinge on understanding key indicators and taking appropriate and timely action. Indifference to warning signs and ignoring potential problems can seriously aggravate the situation.

According to research conducted by the California Commission on Peace Officer Standards and Training (POST), youth violence in schools fits into six general categories:²

Traditional Violence

Traditional violence includes fistfights, bullying, pushing, shoving, and hair pulling, all of which have long been perpetrated by students against each other. This type of violence is seldom if ever lethal, and in those cases in which a fatality occurs, the intent was usually not to commit murder.

Vandalism

Vandalism includes destruction and/or marring of school property and school buses, spray painting, team sport pranks, and incidents of breaking into vending machines and automobiles. Vandalism should be taken seriously and can be a predictor of schoolplace violence when there are words and images threatening violence. At Columbine High School, graffiti in the boy's bathroom predicted, "Columbine will explode one day. Kill all athletes. All jocks must die." Students in Task Force school focus groups frequently mentioned bathroom graffiti as threatening fights and violence via insults and "calling out."

Psychotic Violence

Psychotic violence stems from a student's disturbed internal mental state, caused by mental illness or the ingestion of various substances. With the rising use of drugs at increasingly younger ages, this type of violence is likely to increase. Current statistics report that 10 to 20 percent of children suffer some sort of emotional or psychiatric disorder.³ These disorders, however, generally do not lead to violent behavior. The majority of students who have been involved in school killings in the last decade were not previously diagnosed with a mental disorder.

² The Commission on Peace Officer Standards and Training, *Youth Violence in Schools: A Tele-course Reference Guide*, September 23, 1999.

³ U.S. Department of Health and Human Services, *Mental Health: A Report of the Surgeon General*. Rockville, MD: Department of Health and Human Services, Substance Abuse and Mental Health Services Administration, Center for Mental Health Services, National Institutes of Health, National Institute of Mental Health, 1999.

Gang Violence

Gang violence exists in many large, inner city and urban schools. It manifests itself in student on student, and/or student against school actions. Motivation for gang violence often revolves around drugs and revenge on rival gang members. Perpetrators are often members of opposing racial groups.

Avenging Violence

Avenging violence is usually perpetrated by an offender who tends to be a loner from a suburb or rural area. Perpetrators typically have a history of perceived injustices, minimal social support, personal failure, and poor impulse control. Several warning signs usually precede this type of violence. The violence is the culmination of a series of stages, escalating factors, and triggers for the perpetrator. In most cases, no one identified or heeded these warning signs in time to prevent tragedy.

Copycat Phenomenon

Copycat phenomenon occurs more often with youth who are extremely susceptible to the influences of the media. These are also prone to mimic behavior, including violent behavior. For instance, immediately after the Columbine shootings, there were many threats of bombs and killing sprees made by students in the Denver area, and around the country. Five junior high school students in Texas were charged with conspiring to kill students and teachers at Danforth Junior High School. As many as 30 of the youth were investigated, held for questioning, or charged with suspicion of plans for school violence involving an alleged bomb plot.

5.1 Methods of Identifying Violent Behavior

Methods used to identify students who exhibit troubling behavior (such as obsession with guns, arson, and torturing animals) are being modeled by the FBI and other organizations concerned with school safety. Whether these methods should be used by school personnel to remove students from school, or to help them to receive appropriate care, is a matter for local determination. However, most methods are not entirely accurate and should not be viewed as the only approach to identify violent students.

Since the Littleton, Colorado, shootings, some school violence prevention efforts have sought to identify student actions that might warn of potential troubling or violent behavior.

- The FBI is preparing a report on “problematic traits” of potential school shooters to be released early in 2000.
- The National School Safety Center has developed a checklist of early warning signs for use by school districts as a profiling tool.

- The Secret Service has developed a “National Threat Assessment Center” to research characteristics of assassins that could be applied to address the problem of school violence.
- The U.S. Alcohol, Tobacco and Firearms Bureau (ATF), in association with a risk assessment consulting firm, has developed *Mosaic 2000*, a pilot profiling program used in twenty schools nationwide.⁴ *Mosaic 2000* is a computer-assisted method for helping to evaluate situations involving students who make threats and who might act out violently.

Using early warning signs to create a “profile” is rarely 100 percent accurate and can result in an erroneous assessment of an individual’s potential for violence. The Federal Bureau of Investigation (FBI) warns against over-reliance on risk assessments and profiling to determine if students should be removed from school. The *School Violence Alert*, a national publication for school administrators, is concerned about the potential legal liability issues warning readers that they may be asking for trouble if they create lists of students. One newspaper editorial recently stated, “Profiling is a fine technique for FBI manhunts; it is misplaced in American schools.”⁵

Some law enforcement agencies are using threat assessments rather than profiling to help identify potentially violent students. Development of threat assessments are fundamentally different from profiling. While profiling conceives of dangerousness as a matter of individual disposition not likely to change over time, the use of a threat assessments focus on “pathways to violent action” and the specific contexts in which potential for violence is actualized.

5.2 Early Warning Sign Indicators

When discussing early warning signs or risk assessments of violence among students, school officials need to be careful to examine all factors that might influence a student’s need for services and support programs. Some of their needs can be easily handled, such as providing tutorial services for academic difficulties. Others may present more challenges.

Using early warning signs to identify individuals who may be in need of help can be an effective and helpful tool if used properly. The National School Board Association supports using early warning sign indicators to identify child-abuse that school and medical personnel are required to report to authorities for investigation.

The National Association of School Psychologists was commissioned by the U.S. Attorney General and other collaborating federal agencies to study the common traits of the youth involved in school shootings through 1998, and compiled a report of the findings, *Early Warning, Timely Response, A Guide to Safe Schools*, in 1999. As a

⁴ Gavin de Becker, Incorporated, “*Mosaic 2000: A Computer Assisted Assessment System to Evaluate Situations Involving Students Who Make Threats and Act Out Violently*,” Studio City, California: July, 1999.

⁵ Opinion Editorial Section, “Student Profiling,” *Sacramento Bee*, November 11, 1999, B-9.

preface to the report, the authors caution against misusing early warning sign indicators, and suggest the following principles:

- Do not harm the youth (use warning signs to get help for them)
- Understand violence and aggression within a context of growing-up
- Avoid stereotypes
- View warning signs within a developmental context (know what is developmentally typical behavior, so that behaviors are not misinterpreted)
- Understand that youth typically exhibit multiple warning signs (do not overreact to single signs, words, or actions)

According to the U.S. Attorney General, the *Early Warning, Timely Response, A Guide to Safe Schools* provides general guidelines to evaluate whether a student is at-risk of behavioral problems and in need of help, or should be placed in another type of environment.⁶

Personal History of Violent Behavior

Past behavior is the best indicator of future behavior. Seriously violent children and adolescents often have histories that include the mutilation, torture, and killing of animals. Research also finds that youth who are repeatedly exposed to violence, or are victims of violence, are at a heightened risk to perpetrate violence. There is also evidence of low-level violence and perhaps “practicing behavior.” Mitchell Johnson (Jonesburo) had pulled a knife on another student. Kip Kinkel (Springfield) and Luke Woodham (Pearl) were known to torture animals. Although they had lashed out with verbal violence against others, their horrific killing rampages were usually the first instance in which these students acted in a physical, aggressive way against other people.

Early Indicators of Violent Tendencies

Many early warning signs of personality and emotional difficulties experienced later can be identified in childhood.⁷ Some of the early indications of antisocial tendencies include:

- Excessive lying
- Fire setting
- Cruelty to animals

These youth often have difficulty playing with others, and they may harbor and demonstrate intense resentment of siblings. Their self-perception may vacillate between feelings of worthlessness and superiority.

⁶ U.S. Department of Justice, Office of Juvenile Justice Delinquency Prevention, U.S. Department of Education, Safe and Drug Free Schools Program, and Institute of Mental Health, *Early Warning, Timely Response: A Guide to Safe Schools*, Washington, D.C., August 1998.

⁷ U.S. Department of Health and Human Services, Office of the Surgeon General, and Institute of Mental Health, *Mental Health: A Report of the Surgeon General*, Chapter 3, Washington, D.C., December 1999.

Academic History

The students involved in schoolplace violence have varied greatly in their academic abilities. Even those who generally did well showed a decline in classroom performance in the weeks or months preceding the attack. All of the school violence perpetrators struggled socially, either with peers or girlfriends, and several had been disciplined at school.

Substance Abuse

Alcohol or drugs can interfere dramatically with reasoning ability, inhibition and the ability to distinguish right from wrong. Alcohol has repeatedly been shown to have a strong link to violence. None of the schoolplace violence perpetrators was intoxicated during their rampages or appeared to have had significant problems with substance abuse.

Intolerance of Differences and Prejudicial Attitudes

All youth have likes and dislikes. However, an intense prejudice towards others based on racial, ethnic, religious, language, gender, sexual orientation, and/or physical appearance may lead to bullying or violent assaults against those who are perceived to be different. Membership in hate groups or the willingness to victimize individuals with disabilities or health problems should be treated as early warning signs. On the other hand, several of the recent perpetrators indicated they had been the target of harassment, ridicule, or exclusionary treatment.

Access to or Possession of Firearms

Youth who inappropriately possess or have access to a firearm are at an increased risk for violence. Research shows that such young people also have a higher probability of becoming victims. Families can reduce access and use by restricting, monitoring, and supervising children's access to firearms as well as to weapons. Youth who have a history of aggression, impulsiveness, or other emotional problems especially should not have access to firearms.

Precipitating Events

Certain events or series of events can precipitate a violent outburst. A common precipitating event for adolescents is the break-up of a real or perceived romantic relationship. Faced with overwhelming feelings of rejections and abandonment, and having only limited coping skills, the student may not have the capacity to handle his or her emotions. Another common trigger is encountering some kind of trouble in school or with the legal system. The individual may feel that he or she has no viable alternative to violence. Other precipitating events include:

- Loss of face
- Humiliation
- Significant personal rejection

- Loss of personal relationship
- Extreme jealousy
- Bullying or ridicule
- Psychosis

Students Who Exhibit Early Warning Signs

Most guides that list early warning signs for potentially violent behavior suggest schools develop a procedure that students and staff can follow when reporting their concerns about a student who exhibits these at-risk behaviors. Procedures endorsed by the U.S. Department of Education include:⁸

- Share responsibility by establishing a partnership with the student, school, home, and community
- Inform parents and listen to them when early warning signs are observed
- Maintain confidentiality and parents' right to privacy
- Develop the capacity of staff, students and families to intervene without being afraid of doing the wrong thing
- Support students in being responsible for their actions
- Simplify staff requests for urgent action, eliminating complex referral systems
- Make interventions available as early as possible
- Use sustained, multiple, coordinated interventions
- Analyze the contexts in which violent behavior occurs
- Build upon and coordinate internal school resources.

Procedures typically call for the school principal to be the first point of contact. In situations that are not an imminent danger, the principal contacts the school psychologist or another qualified professional (in many cases it is the school nurse), who assumes responsibility for addressing the concern immediately. If the concern is determined to be serious, the student's family should be contacted before implementing any interventions with the student.

According to the Executive Director of the National Alliance for Safe Schools, some school districts across the country are using the *Early Warning* document to identify students who exhibit the warning signs to remove them from school. This is an inappropriate use of the warning signs. "These are children having experiences that might tend to make them violent. This is not profiling that the FBI does for terrorist or drug runners."⁹ A researcher for the FBI Academy believes that young people sometimes change personas every couple of months and this can make warning sign indicators unreliable. "A child can be shy in September, active in school affairs in November, surly

⁸ U.S. Department of Justice, Office of Juvenile Justice Delinquency Prevention, U.S. Department of Education, Safe and Drug Free Schools Program, and Institute of Mental Health, *Early Warning, Timely Response: A Guide to Safe Schools*, Washington, D.C., August, 1998.

⁹ Paul Gonzales, "Turning Problems into Numbers Then into Solutions," Interview with Peter Blauvelt, Executive Director of the National Alliance for Safe Schools, *Campus Safety Journal*, Vol. 8, No. 1, February, 2000, Page 8.

and withdrawn by Christmas, and an honor student by April. A lot of what we define as abnormal is normal.”¹⁰

Smaller school facilities (1,000 students) can make a difference in dealing with disaffected youth and reducing school violence compared to larger schools. For example, when teachers and principals practice crowd control in large secondary schools with enrollments of over 2,000 students, it is difficult to spot the early warning signs of all youth violence, depression, or academic failure-it is even harder to do something about it. Small schools have lower drop out rates, fewer disciplinary problems, and better attendance than larger schools, according to research.¹¹

While more research is needed on the effect school size has on violence, those school districts in the state that are experiencing high growth rates or undergoing repair and renovation of facilities should consider building smaller schools or dividing larger schools into smaller units. The Legislature could require the Department of Education to issue guidelines that encourage building designs in school construction that maximize the benefits of small schools.



¹⁰ Paul Gonzales, "Turning Problems into Numbers Then into Solutions," Interview with Terri Royster, Behavioral Science Department, FBI Academy, Quantico, Virginia, *Campus Safety Journal*, Volume 8, Number 1, February 2000, Page 7.

¹¹ Andrew Rotherman, Director 21st Century Schools Project, Progressive Policy Institute, "Bigger Isn't Better," *The New Democrat*, Vol. 11, No. 4, July/August, 1999, Pages 14-15.

5.3 What Students in Focus Groups Say About School Violence and Safety

Most students do not confront extreme violence, but nonetheless have valid concerns about their safety and security at schools. Adults often overlook these concerns or take them for granted.

As part of a larger project for the School Violence and Response Task Force, the California Research Bureau, and the Office of Criminal Justice and Planning (OCJP) held 20 focus groups in school districts from two Northern California counties and three Southern California counties over a month's period. Approximately 240 students in second, sixth, eighth, and twelfth grades participated. In addition, there were four focus groups consisting of sheriffs' deputies and school district police from three large counties in the southern part of the state, middle school teachers from an inland urban county, and high school teachers from a large suburban county. Using the general guidelines described in Appendix A, the Task Force researchers were interested in exploring a pair of nested questions:

- “Do students feel safe in their schools and on the way to and from school?” and,
- “Does feeling unsafe in the school day make it harder to learn?”

The focus groups were selected to represent urban and suburban school districts in various parts of the state. School administrators were asked to select average students to participate. The parameters for rejection included:

- Students in school leadership (academic, scholastic, or sports) positions
- Students attending the equivalent of honors or advanced placement courses

The following is a general summary of comments made by students in focus groups convened for this report (See Appendix A for a discussion of the focus group process).

Bullying

Bullying is a problem in all the schools, particularly middle schools. Students worry about threats made in the classroom or on the playground and curtail their activities accordingly. They are afraid of being pushed or hurt by bigger students. Cultural and ethnic issues can be a catalyst. Bullying also results from a lack of communication among students and becomes a bigger problem if teachers do not identify the problem early enough. Pranks can lead to group and racial standoffs or confrontations. Having a code of conduct that is enforced decreases the chances for confrontations, especially group standoffs. Schools and teachers vary in the amount of attention they give to bullying.

Graffiti and School Intruders

Graffiti is a problem in some middle schools. Students use it to publicly express their disregard for other students with whom they are seeking a confrontation. The graffiti is mostly painted in bathrooms. Gang aspirants use graffiti to intimidate students and to impress others.

Security issues on campus include older students entering and hanging out, and belligerent parents. Dogs are a major concern for some K-2 and K-6 students at one school due to poor fencing and broken gates. These students expressed feelings of intimidation.

Fights

Many of the high school students express concern about individual confrontations getting out of hand and leading to major fights and racial problems. Stereotyping about skin color or being in a “clique” can also be a problem that leads to fighting. The students say that too many people want to talk at the same time and are not listening to what others are saying. Poor communication leads to misunderstanding and fights.

Female-on-female confrontations are increasing at the middle and high school levels. Students reported witnessing brief physical fights between female students, mostly during break periods and in bathrooms. This finding is supported by national research that reports that girls’ involvement as aggressors in violent acts at school has increased compared to five years ago.¹

Conflict Resolution

Conflict management and peer mediation does not work if it is forced on the parties involved, according to some high school students. Still others believe that the students leading peer mediation services are not well known or respected by the majority of students. Students in the mainstream should balance leadership in peer mediation if it is going to work, according to many of the students in the focus groups.

Police

Municipal police, school district police, or police personnel serving as School Resource Officers (SRO) are viewed with mixed feelings by students in different parts of the state. School Resource Officers are “cool,” according to middle and high school students in a middle class area. In one Inland Empire school district, high school students say that they get along whether the police are there or not, but in the middle schools, there is not the same level of respect for the police. Students in several urban district high schools say that the police officers or SROs are not very friendly and do not talk with them. In some high schools, the strong police presence has intimidated some students. In contrast, the municipal police officer is not very visible at another urban high school, where most of the security presence is composed of non-sworn officers. These officers tend to show favoritism towards some students in the enforcement of school rules, according to the focus group.

¹Kaufman, P., Chen, X., and Klaus, P., *Indicators of School Crime and Safety, 1999*, U.S. Departments of Education and Justice. NCES 1999-057/NCJ-178906 Washington, D.C.: 1999, Page 15.

In contrast, high school students in several districts generally agreed that the rules and guidelines covering student interactions and movement during class breaks, lunch time, and after school are rigidly enforced by both non-sworn and sworn security personnel. Some of these students said that gangs are less intimidating than the police, and that they have lived with the presence of gangs most of their lives.

Student/Teacher Relationship

Students have a very clear idea about what it means to be a caring teacher. According to comments made by focus group students at the middle and high school level, teachers who show patience in the classroom and go the “extra mile” to communicate with them are perceived as caring and regarded as being good teachers. However, some focus group students said that most teachers do not care about their needs and are in the classroom just to earn a paycheck. A common complaint of high school focus groups is that teachers are more concerned with completing the lesson plan than with making sure students understand the message.

5.4 Firearms at School

Students who carry a firearm to school are a grave threat to other students. Separating these students from the general student body demonstrates that school officials are serious about preserving school safety and helping communities to become violence-free. Reducing juvenile access to firearms in the community is a strategy to keep guns out of school.

According to a national survey conducted by the U.S. Department of Education, nearly a million students carried a gun to school in America during the 1997/1998 school year. While this figure is disconcerting, the number of youth bringing guns into schools has actually dropped. Between 1993 and 1996, male high school seniors who reported carrying a weapon to school within a four-week period dropped from 14 percent to nine percent.²

Weapons and firearms are readily available to students. A federal study released in 1999 found that while there was a reduction in the number of high school students that reported carrying a firearm to school between 1991 and 1997, up to 60 percent still have access to firearms.³ Students in a focus group said that they know of other students who have brought guns to school. However, in California, the number of firearms on school campus has steadily declined over the past four years. Data from the *California Safe Schools Assessment* report indicate the number of firearms on school campuses has decreased 38.7 percent from the 1995-96 school year when 1,039 firearms were reported. The most recent numbers reflect 637 firearms total, or 0.109 per 1,000 students in California schools.

In the 1998/1999 academic school year in California, over 300 students were expelled from school for carrying or possessing a firearm. In addition, 2,020 incidents of an assault with a deadly weapon were reported. Both of these figures are lower than those reported in the previous year in the *California Safe Schools Assessment Report* and the *Gun Free Schools Act Report*.

In response to gun violence over the last decade, the federal government has funded initiatives to reduce gun accessibility across the country. There is a growing body of evidence that community collaborations can succeed in fighting gun violence by first attacking the problem in the neighborhood and in the schools. Several federally-funded projects that aim to reduce and eventually eliminate gun violence have demonstrated measurable success and are listed below.⁴ These approaches to reducing gun violence all involve ongoing partnerships of local stakeholders, law enforcement and elected officials. A secondary benefit is a reduction in youth violence and school truancy.

² U.S. Department of Education and the U.S. Department of Justice, *Annual Report on School Safety*, Washington, D.C., 1998.

³ N. Brener, et al., "Recent Trends in Violence-Related Behaviors Among High School Students in the United States," *Journal of American Medical Association*, Center for Disease Control and Prevention, August 1999, Vol. 282, Pages 440-446.

⁴ U.S. Department of Justice, Office of the Attorney General, *Promising Strategies to Reduce Gun Violence*, Washington, D.C., July 1999.

Boston Gun Project-A Strategy to Prevent Youth Violence

This federal, state, and local law enforcement partnership focuses on reducing firearm trafficking. The U.S. Alcohol, Tobacco, and Firearms Bureau (ATF) traces every gun recovered by the Boston Police Department through its National Tracing Center in order to discover the sources of illegal weapons and gun-trafficking patterns. The Boston Police and ATF officials also inspect all licensed dealers to ensure compliance with the laws. The result has been to eliminate marginal dealers. In 1998, over 80 percent of local dealers decided not to renew their licenses.

Baltimore Comprehensive Communities Program

This local nonprofit community collaboration started in 1995 as a partnership with local law enforcement to reduce gun violence in the highest crime neighborhoods in Baltimore. Local residents are encouraged to file civil litigation against apartment building-owners and homeowners who fail to address drug and crime problems under the Nuisance Abatement Law. A second strategy identifies a problem area and directs the community-policing program to target that problem. For example, student access to drugs and firearms was a key problem for many neighborhoods in the program. As a result of the abatement process and the community policing partnership, drug and gun crime in these neighborhoods and schools dropped to decade lows by 1997.

Partnership for Preventing Juvenile Gun Violence-Baton Rouge, LA

In response to a high rate of juvenile gun homicides and violent crime, local community organizations and law enforcement have joined together to target multiple youthful offenders. The partnership's strategy is to work closely with multiple levels of law enforcement to reduce gun-violence; implement an intervention program to reduce risk factors among targeted youth and their families; mobilize grass roots neighborhoods to identify hard to reach at-risk youth and their families; and develop prevention programs that link at-risk youth to community resources. The partnership also participates in the ATF gun-tracking program to identify illegal dealers in the area. The results of these efforts have been dramatic, according to program officials. Juvenile homicides dropped 20 percent in 1997, aggravated assaults 43 percent, and firearm assault by 30 percent.

East Bay Public Safety Corridor Project (EBPSCP)

In Alameda and Contra Costa counties, the EBPSCP has been a catalyst for reducing serious violence and juvenile homicides. The EBPSCP is a multi-jurisdictional collaboration of cities, towns, law enforcement agencies, school districts, and health departments that works cooperatively to reduce jurisdictional disputes over youth accountability, and facilitates sharing of pertinent information about violent and at-risk youth. In addition, the project works closely with elected municipal officials and law enforcement to establish local gun ordinances, truancy abatement programs and selective crime mapping in targeted neighborhoods. Between 1993 and 1997, homicides in the seventeen jurisdictions in the project dropped over 30 percent.

5.5 Non-Student Access to Schools

Law enforcement officers can not arrest or cite a school trespasser who reappears on campus seven days after being warned not to come back on campus. Beyond the seven-day warning period, officers can only issue another warning (Penal Code section 627.7. (a)).

In most focus group discussions, students, teachers, and police raised concerns about the access that non-students have to schools, and especially the inability of staff to prevent them from returning after being warned to leave without consequences. Students in elementary schools, and students in middle schools adjacent to high schools, often mentioned this problem. In many school districts, elementary schools are located adjacent to middle schools and middle schools are adjacent to high schools. This proximity can lead to frequent loitering and trespassing by older students and is threatening to younger students, especially after school when there is no supervision.

In testimony presented to the Task Force, parents and students in one inner city school district complained that non-students have easy access onto their high school campus even though it is a closed campus and has assigned school district police. The reality is that it may be physically impossible for security personnel to cover all campus access points at all times. Even with the aid of technologies such as security cameras, not all school trespassers are caught. Preventing the number of repeat trespassers from entering schools by imposing stiffer penalties could reduce school trespassing.

In order to distinguish school personnel from intruders or outsiders, school districts could consider requiring all school staff (including teachers, janitorial personnel, and administrative staff) to wear picture identification badges. This would make it more difficult for an outsider to be on a school campus without attracting attention.

Gangs

Preventing gang activity in schools is a major policy objective of school officials and law enforcement. Not all schools receive anti-gang program funds, and those that do receive funds mostly to secure demonstration grants for a short period of time. Some program models are more successful than others.

Most gang prevention funding is directed towards local community-based organizations. The California Office of the Attorney General, through the Crime and Violence Prevention Center, funds a broad array of community-based programs designed to reduce the number of youth who participate in gangs, criminal activity, and violent behavior. The California Gang, Crime, and Violence Prevention Partnership (GCVPP) was created in 1997 to fund local programs with experience in prevention services that bring together law enforcement, schools, and other community organizations. Grantees can receive up to \$200,000 per year for up to four years. These grants do not provide anti-gang curricula at school sites, but the community organizations do work with schools to prevent certain at-risk kids from becoming gang members. However, there is still a need for more

affordable after-school activities on campus or in school neighborhood facilities to help kids and parents become more involved in anti-gang activity.

The Office of Criminal Justice Planning (OCJP) targets nearly \$5 million in grants for local law enforcement agencies that work with other governmental and community agencies to create or expand traditional crime prevention programs (such as Neighborhood Watch) and use community-policing programs to target crime and gang-infested neighborhoods. Challenge grants (from \$50,000 to \$200,000) are awarded to schools and communities that target a specific geographic area and population group for services and activities to reduce violence and also for programs that serve suspended and expelled students.

There are two types of anti-gang programs currently funded for schools. The most common program for middle and high schools is a collaborative community, school and law enforcement effort called the *Gang Risk Intervention Program (GRIP)* funded by the California Department of Education that operates in 15 of California's 58 counties. *GRIP* provides on-campus counseling about gangs through school counselors, police, and gang specialists, and supports sports and recreational activities, job training and apprenticeships.

Gang Resistance Education and Training (G.R.E.A.T.) is an instructional program taught primarily to middle and elementary school students by trained, uniformed law enforcement officers. The program teaches students about the impact of crime on victims and the community; discusses cultural differences; teaches conflict resolution skills (including how to meet basic social needs without joining a gang); and stresses responsibility to the school and the neighborhood. The program ends with a lesson in which the students are taught the importance of goal setting. *GREAT* is federally funded as a demonstration grant.

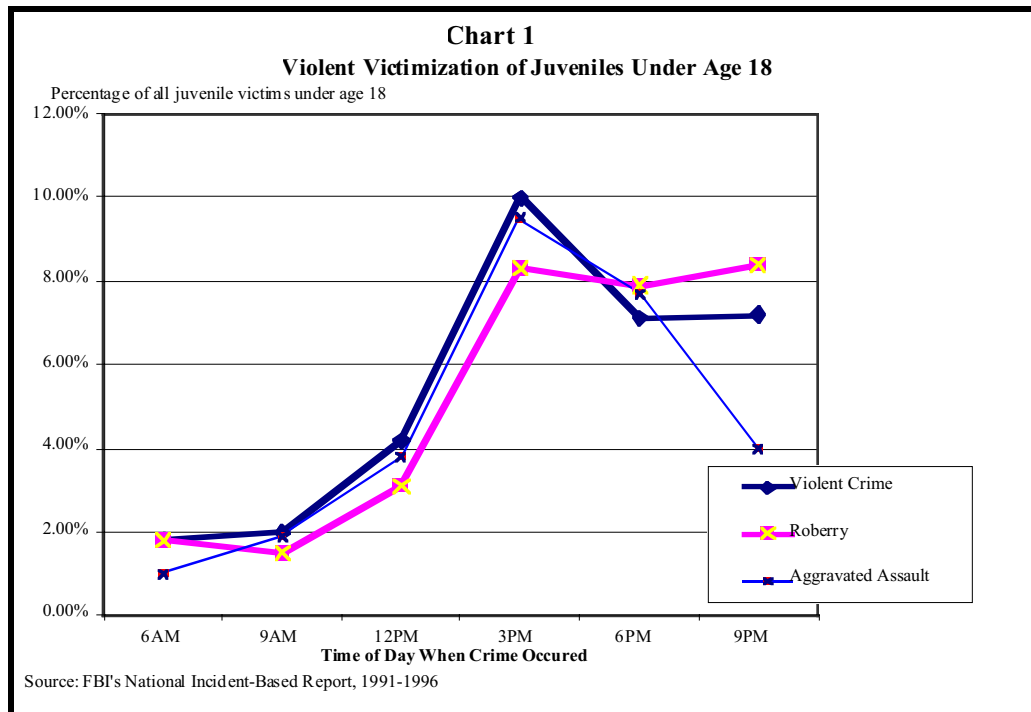
School districts in California do not utilize *GREAT* to any significant degree. Evaluation results of a national survey in 11 sites found that students completing the program had more pro-social attitudes and lower rates of some types of delinquent behavior than did students in comparison groups.⁵ When used in conjunction with dress code requirements or restrictions on certain attire, gang resistance programs can be effective.

Student Fears about Walking to and from School

A major concern expressed by students in focus groups is their fear of walking to and from school. It is difficult for law enforcement personnel to cover all school access routes during the critical before-and-after-school hours. School districts and law enforcement officials across the state can encourage more community participation in helping to develop "safe passage" strategies.

⁵ Finn-Aage Esbensen, and D. W. Osgood, "Gang Resistance Education and Training (GREAT): Results from a National Evaluation," *Journal of Research in Crime and Delinquency*, May 1999, Vol. 36, No. 2, Pages 194-225.

Police and school officials have known for years that students are frequently threatened or victimized on their way to and from school. According to the U.S. Department of Justice, juveniles are at highest risk of being the victim of a crime in the four hours following the end of the school day (roughly 2 p.m. to 6 p.m.).



Several cities have encouraged school districts to work with law enforcement and neighborhood homeowners to establish safe passage programs. Most of these efforts use “safe haven” houses where students can go if they feel threatened. Local law enforcement agencies train the community residents, and park and community center volunteers, on how to help students seeking refuge from the streets. In problem areas, law enforcement also deploys more police on foot, bicycles, and in squad cars around schools in the morning and after school hours. In Alameda and Contra Costa counties, the East Bay Public Safety Corridor Project (EBPSCP) has been the catalyst. Volunteers visit homeowners in and around local schools to gain their participation and the use of their homes for the children, should the need arise.

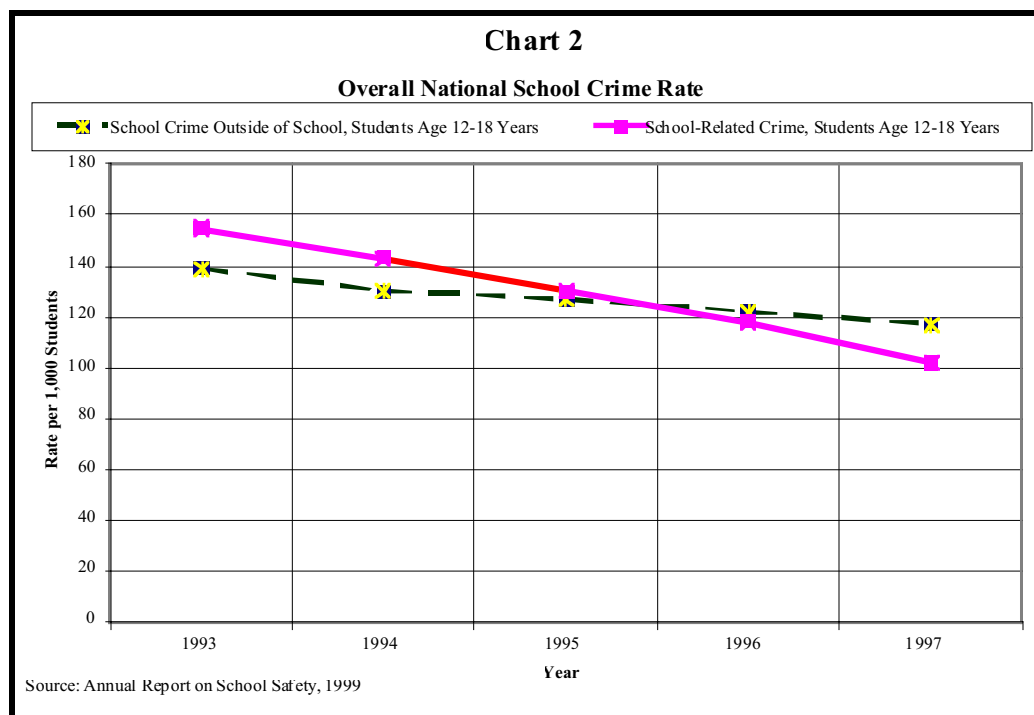
In Los Angeles County, a similar effort is underway by the sheriffs’ department to develop safe passages for students. Deputies from six sheriffs’ substations identify school districts in the county with high crime rates during the 3 p.m. to 6 p.m. time period, and coordinate volunteer homeowners who are willing to serve as safe houses. Local entities such as fire stations and businesses located on public corridors are also recruited to participate in the safe passage program. Similar programs are also used in the cities of Glendale and Visalia.

While these programs take time to organize and develop, they are voluntary and relatively inexpensive. School districts and law enforcement officials across the state should encourage community participation in development of safe passage programs, such as

those described above. Local law enforcement data can help identify neighborhood schools in need of safe school passages.

5.6 California Public School Crime Data in a National Context

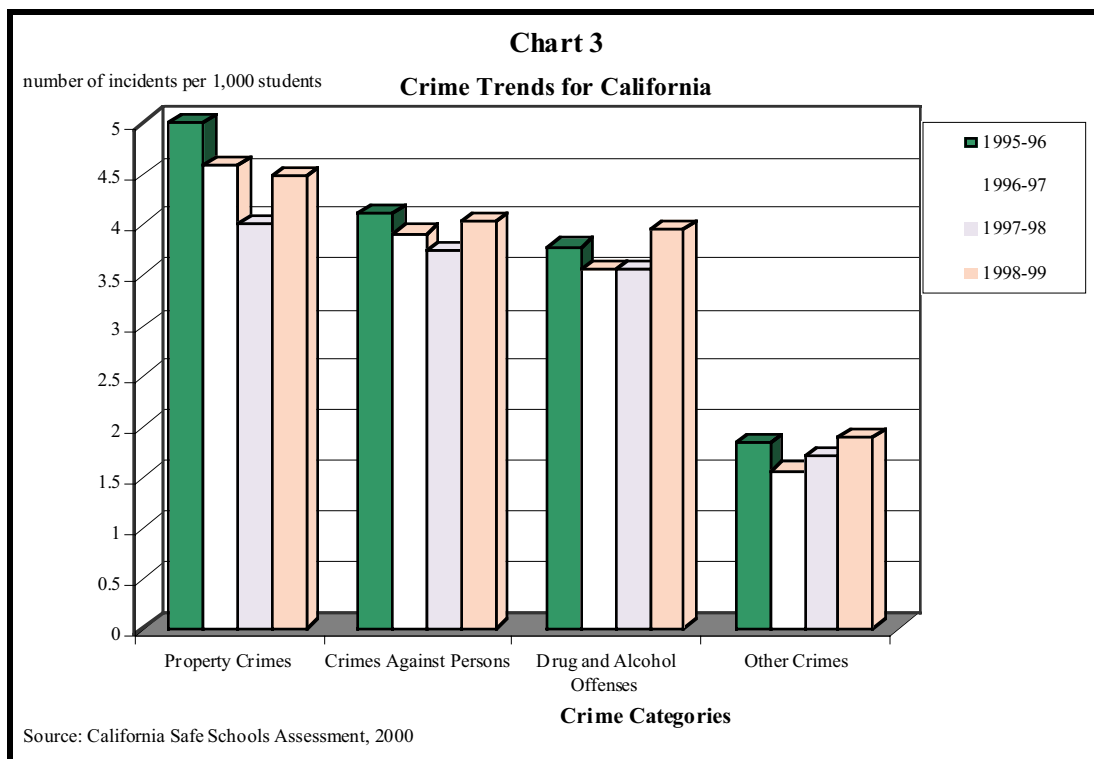
Schools are relatively safe environments for students. While multiple homicide events in schools in other states have captured headlines recently, there is less than a one in a million chance of a student suffering a school-related death.¹ According to the *California Safe School Assessment Report*, the chance of a homicide in a California school is also less than one in a million. Since 1993, the overall national school crime rate (theft, assault, and weapon violations) for students ages 12 to 18 has declined, as have rates of crime outside of school for this age group (see Chart 2).



Reporting of school crime in California began in the late 1980s, when school gangs became a major concern. However, early attempts at reporting of school crime were flawed and unreliable. It was not until 1995, when the *California Safe Schools Assessment* was funded, that all school districts began to report incidence of school crime under a new uniform reporting structure (*Penal Code section 628 et seq.*). Unlike previous years when school crime data was not uniformly reported or audited, the new system requires a management team from state and private agencies to audit and cross-check data submitted by schools and school districts. This process assures to a certain degree that schools and school districts are interpreting and reporting school crime in a consistent manner.

¹1999 *Annual Report on School Safety*, A joint report prepared by the U.S. Department of Education and the U.S. Department of Justice, Washington, D.C., 1999.

According to the 1998-99 *California Safe Schools Assessment Report*, California public schools have experienced a gradual drop in two general crime categories over the last four years (see Chart 3). While this is good news for schools, some types of school-related crime have not gone down, such as the use and sale of alcohol and drugs, assault with a deadly weapon, and possession of weapons. These types of crime incidents should be closely monitored by schools and law enforcement.



Other potential data sources about school safety in California are generated by the *Healthy Kids Survey* and the *California Student Information Services*. These new databases report specific types of information related to school safety and individual behavior such as student attendance, sexual behavior, and use of alcohol, tobacco and other illegal substances. Together, these three information systems could be used to generate data that sheds light on school safety and educational policy questions.

5.7 Sharing Confidential Juvenile Records

As a result of confidentiality laws and stovepipe service agency data systems, schools generally do not know if a child transferring or entering a school for the first time has been abused, is at-risk due to family problems, or has a criminal record.

In 1998, the California Integrated Children's Service Program (*Chapter 509, Statutes of 1998*) was created to provide a full range of behavioral, social, health, and mental health services, including educational services for seriously emotionally disturbed and special needs children. However, the success of this program depends largely on the ability of local law enforcement, schools districts, and mental health or health care service providers to share information with each other about "at-risk" youth. In many cases, the

legal or administrative confidentiality of these records hinders the sharing process. For example, a high school teacher interviewed by Task Force staff reported having two criminals in class - a car thief and a student who had attempted murder.¹ Neither the school administrator nor local law enforcement had ever informed the teacher of these students' criminal backgrounds.

This communication gap is not present in all schools. Some schools automatically notify all staff about students' criminal behavior. Some schools regularly print a list containing student names, matched with a list identifying the code section of the law the student has violated. Other schools disseminate information only about on-campus violations that result in suspensions. When questioned about these diverse policies, school administrators consistently point to laws requiring confidentiality. For example, nothing in the law mandates that this information be shared with teachers. Whether or not a teacher is notified about a delinquent student is entirely at the discretion of the principal. Members of the Task Force feel this policy should be made clear and enforced.

Problems with Sharing Confidential Information About at-Risk Children

It is important for school personnel to know a student's history of abuse, neglect or violence in order to provide the student with necessary support and services, such as counseling. However, this "need to know" must be adequately balanced with a child's right to privacy.

In California, personal information about a student, such as records detailing a family history of child abuse by Child Protective Services (CPS), are protected from disclosure under constitutional and statutory provisions of state law (*Penal Code section 1167.5*). The right to privacy in the California Constitution provides the broadest protection of personal information. The U.S. Supreme Court considers the right to privacy a "fundamental" right of citizenship, and defines it as the "right to be left alone" (*Griswold vs. Connecticut, 1965*). However, a state may intrude on privacy rights if the state shows a "compelling interest."

In addition to the constitutional shield of privacy, California confidentiality laws against disclosure are the strongest in the nation. In the framework of *school safety*, the confidentiality of a student's CPS records becomes a critical issue. Without knowing who is a victim of child abuse, schools are unable to provide an abused child with needed support. Moreover, children who are victims of physical or sexual abuse in the home or in the community may be at-risk of becoming violent themselves.

Whether privacy rights are infringed by granting a school official access to a student's CPS file has not been addressed by the courts. Under current law, a school has access to a student's history of child abuse only if the parent or legal guardian (or the child in some cases) gives written consent. Consenting to disclosure of personal records waives privacy interests in those records.

¹ Task Force staff interviews with high school teachers regarding confidentiality issues, January 2000.

Creating a Broader Framework for Sharing Confidential Juvenile Information with Schools

California could use existing data collection and information systems to track specific information about students who may be at-risk of abuse or of abusing others.

Schools can obtain a student's CPS records if they operate within an appropriate framework, such as a partnership with another agency. The Integrated Children's Services Program (ICSP) (*Welfare & Institutions Code sections 18986.40 and 1898.46*) was created by state law to allow agencies (education, law enforcement, mental health, etc.) to share information about a particular child, such as child abuse records.

ICSP agreements can be instrumental in providing a school with background information about a student that the school would not otherwise have. By working within an *ICSP* framework, schools can access the separate records of participating agencies. Many counties are developing *ICSP* agreements to address the service needs of the most problematic student by allowing interagency exchange of personal information. Unfortunately, only a limited number of students are involved in the current *ICSP* framework and they are usually those with obvious mental health needs.

California law requires school districts and county offices of education to develop and maintain pupil information systems (*Education Code section 49080-83*) to facilitate the exchange of demographic and attendance information with the federal government. The California School Information Services (*CSIS*) system is designed to serve this function and is capable of confidentially tracking students with behavioral problems. However, it is not currently fully operational. Nonetheless, it is conceivable that a student who is at-risk of child abuse, or in need of other services, could be tracked through *CSIS* so that school services (including health and mental health care) could be made available at the appropriate time. Additionally, *CSIS* could be used to track the behavior of problem students who transfer from district to district. In either case, once the system is fully operational, the *CSIS* could track confidential cases using existing codified identification.

5.8 School Disciplinary Policies

The use of strong disciplinary codes to deter school violence has been popular since the early 1970s. While codes of discipline still remain popular, there is little evidence that they have markedly decreased misbehavior, school disruptions or violence. The mixed evidence suggests that strict policies need not be adopted on the state level. They can just as well be adopted school by school, and in fact this may be preferable, since schools differ and a blanket zero-tolerance policy, especially for some of the smaller disruptions, may or may not be appropriate, given a particular school's student body.

The federal Office of Juvenile Justice and Delinquency Prevention (OJJDP) has attempted to build consensus among researchers as to the type of conduct codes that can decrease school violence. A key OJJDP recommendation is that individual schools develop a code of conduct to establish norms of expected behavior. A well designed norm can contribute to the prevention of problem behaviors. Principals of conduct within

the code are generally expressed as a set of values, such as treating others with respect. The model code also includes effective discipline for school violence. Alternatives to school suspension and expulsion are included to address different types of school violence.

The Task Force heard testimony from school administrators that some student and parental conduct codes should be considered as models in establishing lines of communication between schools, parents and students. One such model is a “parent handbook” published by the Elk Grove Unified School District and distributed before the school year to all parents of students in the district (see Appendix C). This comprehensive booklet contains information about parent rights and responsibilities, district programs, security requirements, classroom conduct, disciplinary policies, health and welfare programs, school calendar events, and more. Other school districts have developed similar but less comprehensive codes of conduct for students. These efforts should be encouraged but should also include codes for parents as well.

Use of Zero Tolerance in Schools

As a state and nation, we are committed to expelling dangerous and alienated students from school. We also need to help these kids to reconnect and perform better in school. First time student violators of zero tolerance gun laws should be held accountable for their actions in a non-school setting that meets their educational and disciplinary needs.

Suspension and expulsion are a common response to violent and unacceptable behavior under zero tolerance laws. With the passage of the *Gun Free Schools Act* in 1994, the federal government required states to implement expulsion policies for students who bring firearms onto school campuses. States that are in compliance with this mandate can receive federal funds under the *Elementary and Secondary School Act of 1965*.

In 1996, California legislation established a “zero tolerance” law (*Education Code section 48916*) calling for a mandatory one year expulsion of a student who brings a firearm to school. In addition, the following acts also result in expulsion from school:

- Possessing, selling or furnishing a firearm
- Brandishing a knife or explosive devise at school-related events
- Unlawfully selling a controlled substance
- Committing or attempting a sexual assault or battery

While there is a growing base of anecdotal information attributing reductions in school crime to zero tolerance polices, there is no solid database of collaborating information. Some researchers contend that the alternative education requirement for expelled students is often inadequate. Many of these programs have high recidivism rates that can lead to criminal justice incarceration.²

² Alexander Volokh and Lisa Snell, “School Violence Prevention: Strategies to Keep Schools Safe,” *Reason Public Policy Institute*, Policy Study No. 234L, January 1998, Page 31.

Expelled students are required to continue their education in a setting outside of the school they were attending (*Education Code section 48915*). Community Day Schools (*Chapter 974, Statutes of 1997*) were created to help meet the needs of students expelled from school. According to Department of Education estimates, 2,500 expelled students were enrolled in California community day schools in 1998, but well over 5,000 students were actually served.

Additional accountability approaches for expelled students could be explored. For example, first time student offenders who are caught with a firearm on campus are currently treated in the same manner as a multiple offender. This type of student might benefit from a rigorous and comprehensive training program that would provide the necessary discipline and skills to succeed and thrive in school. The therapeutic and academic “boot camp” concept has been tested in a variety of settings during the last decade.³ These types of programs have shown success using a combination of military style discipline, therapeutic services, and a rigorous aftercare program upon completion. The Little Hoover Commission in 1995 recommended that the Legislature and Governor create a “leadership academy” for anti-social juveniles who have trouble adjusting to rules.⁴

First time student violators of zero tolerance laws could serve in state-sponsored accountability programs and, upon completion, become eligible to return to the school district in which they committed their violation.

5.9 What Teachers in Focus Groups Say About School Violence

Teachers are generally pleased with the level of security provided on campus by non-sworn security personnel and the sworn police officers. However, middle school and high school teachers express concern about the lack of respect that students show in the classroom (see Appendix A for discussion of focus groups).

Teachers generally feel safe on campus, according to focus groups and testimony before the Task Force. Most did not know about or participate in the development of the *school safety plan*, but in some districts, teachers have participated in a crisis drill. While many schools are closed campuses, teachers say that strangers can usually enter unannounced if they want. In one school district, teachers are concerned that the doors to their classrooms cannot be locked from the inside. This is important to their safety because the school crisis response drill requires that students remain inside the classroom.

In one Inland Empire school district, teachers are concerned about the level of hostility and lack of respect students show towards them. Students talk in class and do not pay attention to the instruction. Some do not have the skills to learn at the required pace and

³ Marcus Nieto, *Boot Camps: An Alternative Punishment Option for the Criminal Justice System*. California Research Bureau, California State Library, April 1995, Pages 41-42.

⁴ The Milton Marks Commission on California State Government Organization and Economy (“Little Hoover Commission”). *Boot Camps: An Evolving Alternative to Traditional Prisons*. Sacramento: the Commission, January 1995, Pages 80-82.

do not want to be there. Frustration can lead to disinterest and disrespect for the learning process. These kids may end up in discipline programs in an effort to make up for lost classroom time. They may be habitually tardy or disruptive in class.

Some teachers are more concerned about the at-risk students than the “bad” students (gang members, bullies, etc.). The type of at-risk student they described is one whose home life is a problem, who must work to help out the family, or who comes from a limited English speaking family and is losing interest in school. These are the students most likely to drop out, according to the teachers.

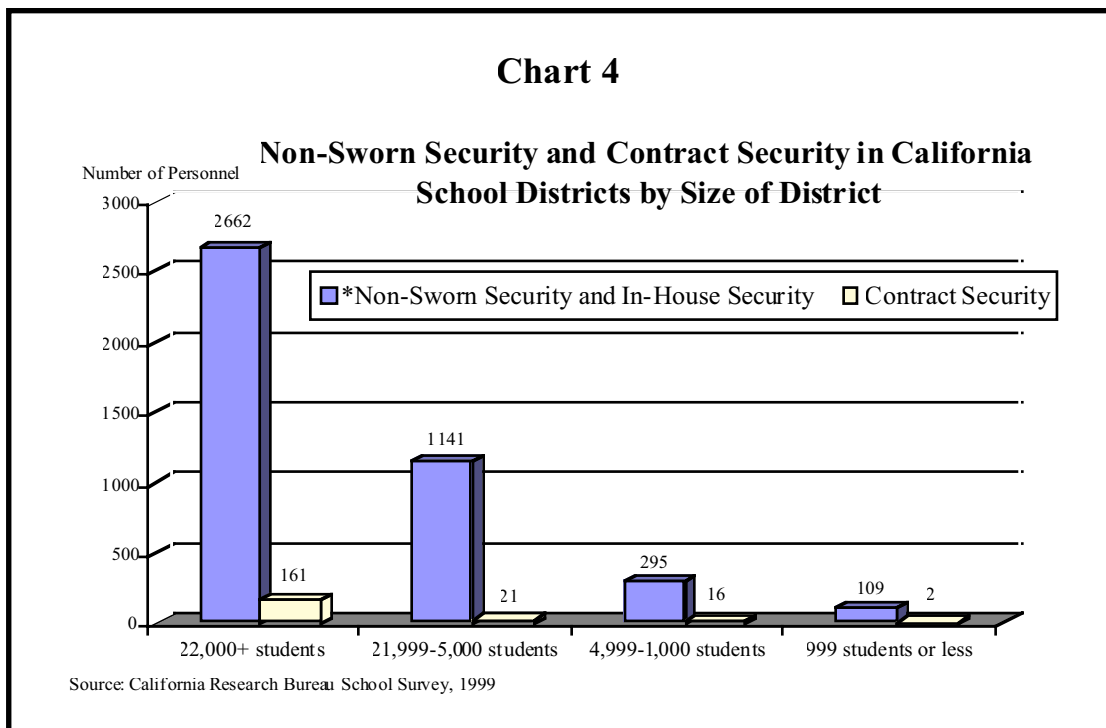


6.0 THE ROLE OF LAW ENFORCEMENT AND PRIVATE AGENCIES IN PROVIDING SCHOOL SECURITY IN CALIFORNIA

Many large school districts are using a combination of highly visible security personnel (including municipal police, sheriffs' deputies, probation officers, and non-sworn security officers) and detection technologies to make it difficult for a terrorist act to occur at schools. However, the vast majority of personnel that provide security or supervision in K-12 school are part-time non-sworn security, teachers, school staff, and volunteers.

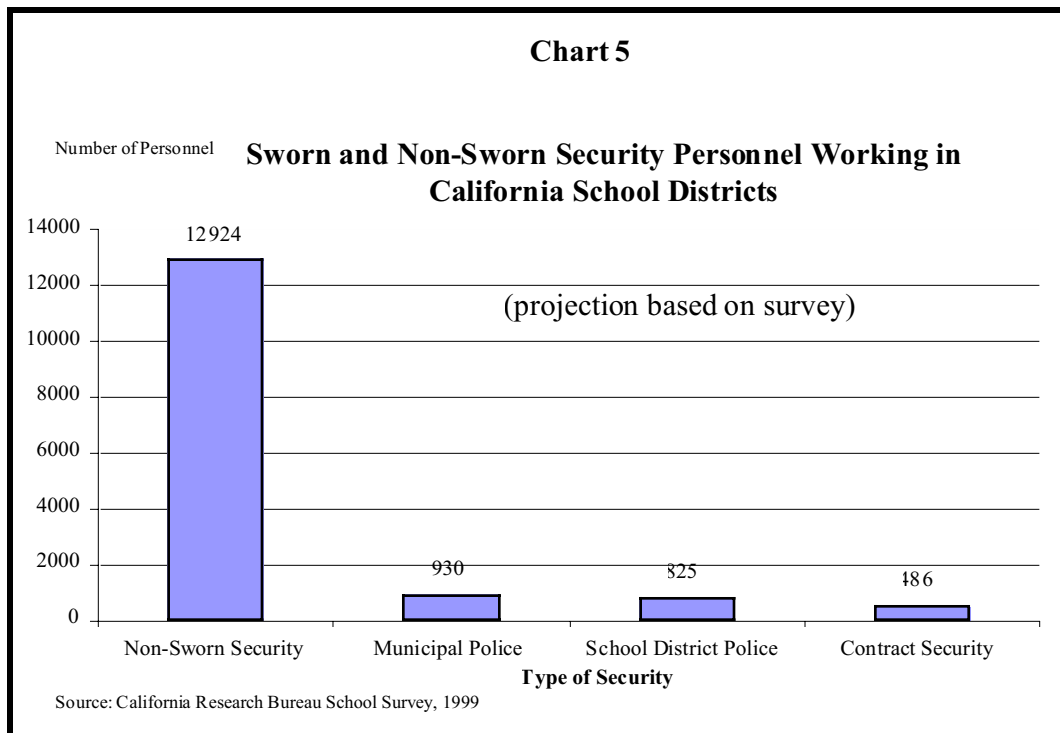
Traditionally, teachers, administrators, and support staff have provided school security. However, as security has become a full time concern, they are increasingly no longer able to provide security and do other jobs. Most school districts in California employ a combination of non-sworn security, in-house security (including teachers, administrators, and support staff), contract security, school police and municipal police.¹

Non-sworn school security or contract security, and in-house personnel are by far the largest security presence on school campuses across the state. Based on a California Research Bureau survey sample, there are an estimated 12,924 non-sworn school security and in-house security personnel working in California school districts (see Appendix D for survey details). Contract security personnel and non-sworn security personnel employed for that purpose by California school districts, usually report to the site administrator or their designee, and receive their assignments from them as well. Their average pay range is \$8 per hour for part-time work to \$12 per hour for full-time work.



¹ Non-sworn school security and non-sworn contract security personnel are defined in the California *Business and Professions Code* section 7583.45 (c) and *Education Code* section 38001.5 (c).

An increasing number of school districts in California are contracting with municipal police departments to provide school security. School districts in nearly every county of the state either have local police, county sheriffs (municipal law enforcement), or probation officers on school district campuses to provide security. Nearly half of all large school districts (over 22,000 students), and one-fifth of the smaller school districts, employ municipal police officers to provide security in their districts. In some cases, municipal law enforcement officers serve as school resource officers (SRO). According to testimony before the Task Force, this trend is likely to grow. A California Research Bureau survey found that a projected 930 local police officers, sheriff's deputies, and probation officers work in school districts across the state, as shown in Chart 5.¹



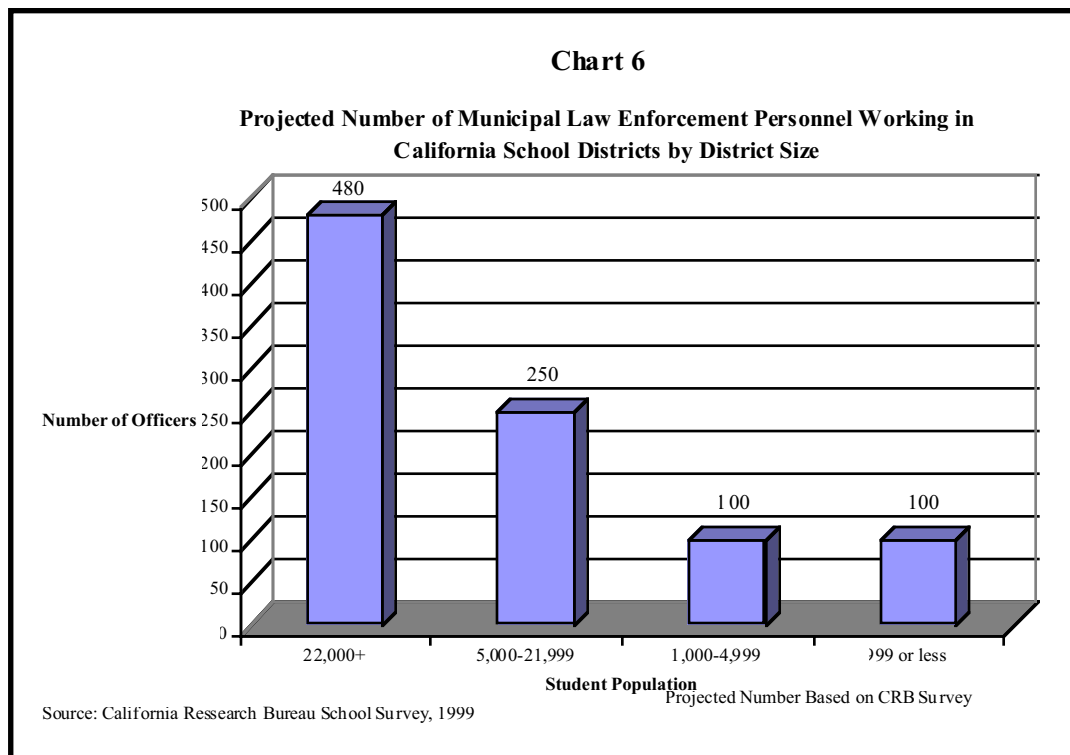
School districts contract for municipal police services because their trained officers have the police authority and street experience to enforce the law on campus, and often also have the training to provide anti-drug education and student counseling. According to a school district superintendent, “there’s an instant respect factor for local police on school campuses.”¹ Some large school districts have replaced their dedicated school police forces with municipal police officers from local jurisdictions, according to survey responses.

A number of municipal police officers employed by school districts are funded by federal Community Oriented Policing Services (*COPS*) grants. Most of the *COPS* funding is secure through 2003 (see Section 6.1 for discussion). Whether school districts are able to

¹ School districts responding to the California Research Bureau school survey reported 624 full time school district police, 525 municipal police, and 4,097 non-sworn security and non-security personnel. The survey sample composition is representative, allowing statewide projections.

¹ Walt Wiley, “Cop Plan for Schools Advances,” *Sacramento Bee*, July 20, 1999, Metro B-2.

continue to employ municipal police officers for security on school campuses after local *COPS* grants expire could be a key future policy concern for local public officials.



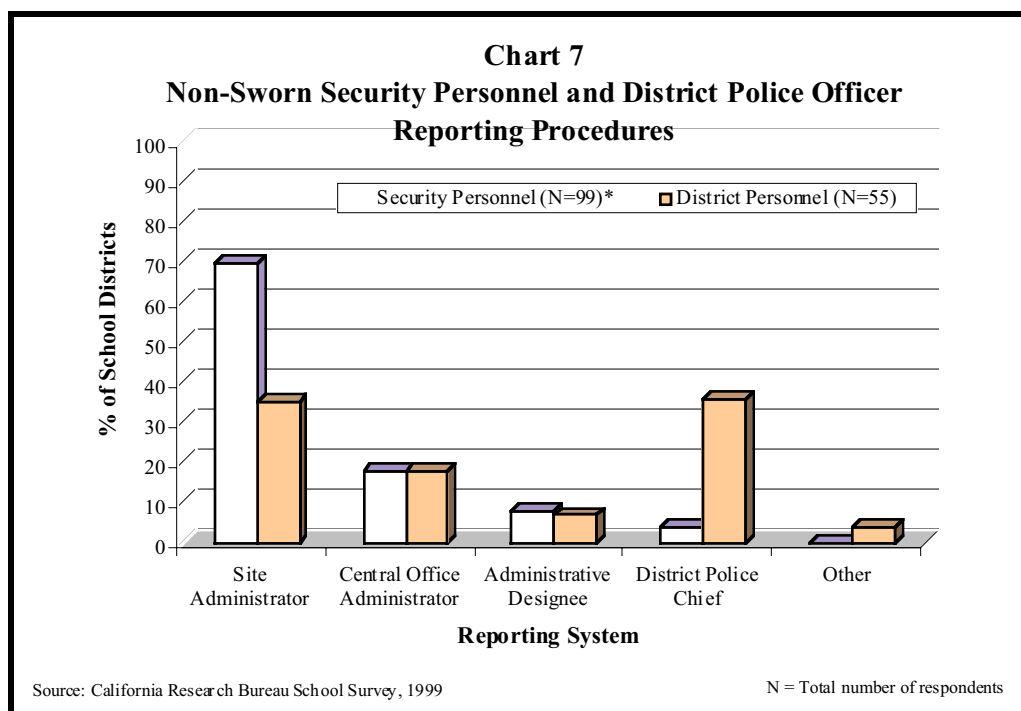
A number of districts use a combination of staffing options. For example, some schools have both non-sworn and in-house security that is supplemented with municipal law enforcement officers. Other districts use non-sworn security for daily duties and use contract security for special purposes, such as securing transportation depots or buildings at night. This is a reasonable division of labor. Municipal law enforcement officers can focus their efforts on enforcing and investigating criminal offenses, and on classroom instruction and student counseling. Meanwhile, non-sworn security personnel can conduct preventive patrols, supervise common areas, and conduct security assessments.

School District Police

School district police are district employees. Their numbers and duties vary from district to district and, in many cases, from school to school within the same district. School district police officers are authorized to carry firearms, handcuffs and mace, investigate crime scenes, submit crime reports to the district attorney and juvenile courts, make arrests under certain circumstances, and obtain search warrants. Projected from findings of the CRB survey, there are about 825 school district police officers in the state. Less than half of the largest school districts in the state have a dedicated police force.

According to the CRB survey, seven-in-ten school districts with district police allow their officers to carry all the safety equipment available to them, including firearms, but only one-in-ten districts allows contract security personnel to carry firearms.

School principals, or their designees, are the final decision-makers for most school district police and for other security personnel on issues involving student discipline and investigations. According to one school police officer, “It often is selective on the part of the administrator as to what gets reported, who gets involved and who gets notified. I find that a little concerning. There needs to be a written standard procedure.” About a third of school districts with an in-house school police force maintain a traditional law enforcement chain of command reporting structure involving student crime, investigations and security issues. In these districts, there is a district-employed police chief (see Chart 7).



School Police Focus Group

School police and the CRB survey report that two out of three school districts allow their officers to carry guns on campus. Focus group discussions generated concern from officers who do not carry guns. In schools where they do not carry firearms, school police officers feel that high schools students do not respect them or their authority because they do not carry guns. Some officers talked about being openly challenged by students. One officer went so far as to say, “If I needed a gun, I could just ask a student to get me one.”

The work can be dangerous. For example, school district police in one urban area do not partner with non-sworn security personnel because they regard it as too dangerous. The reason why, according to one officer, is that student and gang retaliation might be directed at anyone who implicates a student in a drug infraction or a fight. Professional peace officers are better trained to handle such a situation. In other school districts, non-sworn officers work hand-in-hand with school district police.

None of the officers in the focus group were involved in developing *school safety plans* or crisis response plans. Most knew that a crisis response plan was being created and would affect the police, the community, and school district personnel.

All school district police officers said that their role involves constant contact with students so that they know what is going to happen before it happens. They believe that having personal one-on-one contact with students is important.

Some officers believe that school administrators are inappropriately concerned about the presence of police cars on campuses because the cars might imply a problem at the school. The officers feel that these administrators are more concerned with “PR” in the community than safety in the school.

Deputy Sheriff Focus Group

In a large urban county, deputies are concerned about insufficient security personnel on campuses to ensure safety. They work at more than one campus, and are inundated with drug and gang crimes. Non-sworn security employees are not willing to risk working in criminal investigations (This concern was similar to that expressed by the school district police focus group). One deputy stated that if a non-sworn officer was to work in his district as a drug informant, or fingered a student who committed a crime, he or she would probably end up hurt or dead.

Deputies generally do not talk very positively about the students they encounter. Many officers express concerns about students who committed crimes, were expelled from the school district, and allowed to transfer to another school district in the county.¹ In most cases, these students had not committed infractions serious enough to warrant incarceration in juvenile hall. One deputy said, “I’ll swap my bad kid for your bad kid.” The officer said this practice was especially prevalent for students who are under the jurisdiction of the county office of education as “special education students.”

Deputies noted that assaults on teachers by students are a problem in some schools where crime rates are high. Conversely, teacher assaults on students are rare, but can be very cruel. Some teachers in high crime schools are known to have limited patience and may lose control of their temper.

Deputies are concerned about the safety of students who walk to and from school in many of the areas of their jurisdiction. To deal with this problem, the deputies have established “safe passage” corridors in some school districts. This involves organizing safe houses or safe businesses along the routes where students walk to and from school. If students are fearful of being mugged or jumped by bullies or gang members they can go to these houses or a fire station for safety.

¹ *Education Code section 48916.1* requires school districts to ensure that an education program is provided for all expelled students. These programs can be offered by school districts, county superintendents of schools, consortia of districts, or jointly by school districts and county superintendents of schools. Therefore, expelled students are allowed to transfer to other programs when districts comply with the law.

Most deputies are not actively involved in development of *school safety plans*. Many have, however, participated in developing crisis response plans for several schools in their assigned areas. These schools have been mapped using aerial photography, including the location of all gas mains. Evacuation plans are in place and a coordinated response by schools, school administrators, fire departments and other civic organizations has been developed. However, the level and degree of sophistication and coordination of these plans varies from school to school, according to the deputies. For example, some officers had performed mock drills or simulations involving terrorist acts on campus while others had not. None of the drills actually involved students and teachers on campus.

6.1 Federal Funding of Local Law Enforcement Positions

Local law enforcement agencies throughout the state have relied on federal funding to support many community-oriented policing (*COPS*) positions since 1995. The U.S. Department of Justice has offered five different *COPS* grant programs to local law enforcement, at a three-to-one funding ratio. The federal funding lasts for four years, after which law enforcement agencies have the option to either fully fund or terminate the positions. Approximately 14,000 law enforcement personnel have been hired statewide through the five *COPS* programs, and funding for most will expire in the next two years. According to a survey of over 200 local and state law enforcement agencies in California, about 35 percent of the agencies use or contract for *COPS* positions for school-related security.² However, the exact number of law enforcement personnel used by these agencies for school-related security is unclear. A breakdown of the five federal *COPS* grants programs is as follows:

- *Funding Accelerated for Smaller Towns (FAST)*
This funding program was designed for law enforcement agencies serving populations of less than 50,000. Half of the local law enforcement agencies in California that received funding through this program are still active. Grant expiration dates began in June 1999 and will run through January of 2001.
- *Making Officers Re-deployment Effective (MORE) 96*
This program is designed to expand the time available for community policing by current law enforcement officers, rather than funding additional officers. Only 30 percent of the local law enforcement agencies in California that received grants from this program are still active. The remaining contacts will expire in May 2000.
- *Making Officers Re-Deployment Effective (MORE) 98*
This is the same program, with additional funding for extending community policing for two more years. Three-fourths of the California local law enforcement agencies that received grants from this program remain active. The remaining contacts will expire between January 2001 to 2002.

² Telephone survey conducted by Task Force staff of all law enforcement agencies in California that received COPS funding from the U.S. Department of Justice, January 2000.

- *Universal Hiring Program (UHP)*
This program is open to all law enforcement agencies, regardless of the jurisdiction's population. It is considered the easiest of the *COPS* grant programs to use-50 percent of the local law enforcement agencies in California that received grants from this program are still active. Many contracts are expiring between January 2001 and 2002.
- *COPS IN SCHOOL*
Very few local law enforcement agencies in California applied for these funds and only a handful are still active.

It is difficult to determine how many federally funded positions used by local law enforcement agencies to provide school security are going to expire or have expired under the terms of the *COPS* program. With the expiration dates for more *COPS* positions looming, the dilemma for state policy makers is whether to make state funding available to continue these positions.

6.2 School-Related Training for Law Enforcement and Private Security Personnel

According to an urban deputy sheriffs' focus group, most of the deputies do not have any formal training to work with kids or to serve as school resource officers. Lack of training was also a concern of the administrator who was present at the focus group. According to a school district police focus group, they have not been trained to work as school resource officers either.

The "gold standard" for police officer training is developed and administered by the Peace Officers Standards and Training (POST) Commission. Municipal law enforcement officers in California are trained using *POST* standards. Key training elements include 17 standardized pass/fail examinations covering all aspects of criminal law and a firearm proficiency test. All school police officers hired after July 1, 1999, must complete the *POST* accredited course of instruction (*California Penal Code, section 832.3*) before exercising the powers of an officer. School district police officers hired before July 1, 1999, are required to complete the *POST* course work by July 1, 2002. As a result, school district police officers will meet the same training and course standards required of all municipal police officers.

However, there is no standard training model for a "school resource officers." This type of law enforcement training is needed, according to some municipal and school police officers in the field. In order to be effective, school officers need to be able to communicate and work well with children. They are thereby often able to hear about problems before they become serious and prevent incidents that might threaten student safety. The skill set is unique and not included in standard police training. The *POST* could incorporate the special skill required of School Resource Officers into the accredited course work now used for school police and municipal law enforcement officers. At a minimum, it should be required for all new police hires.

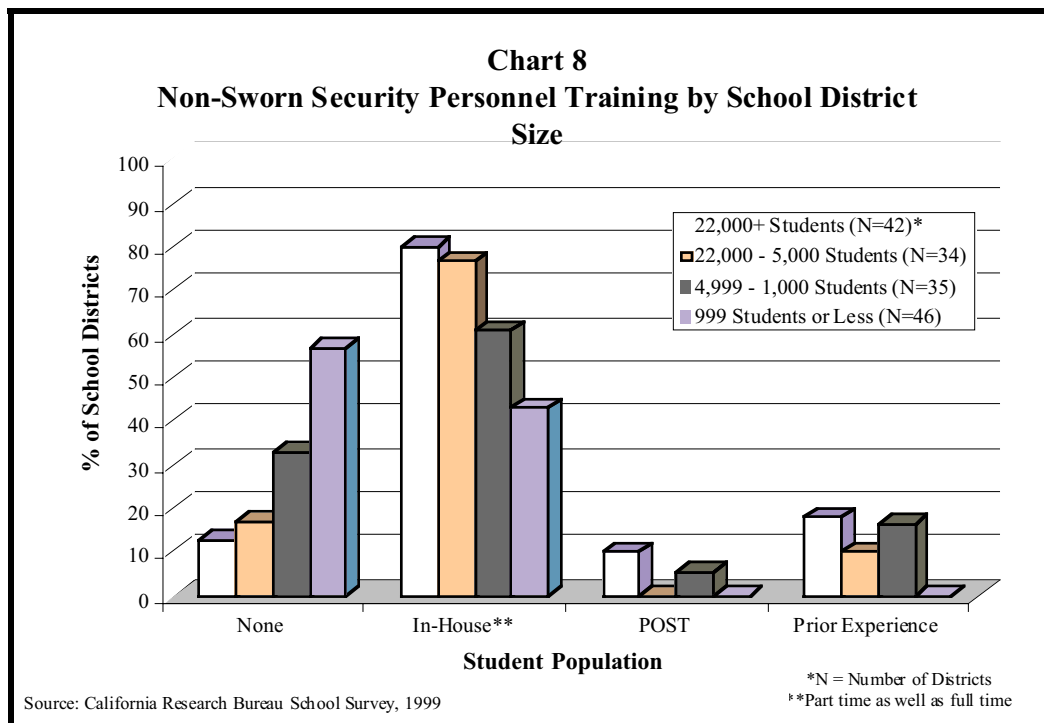
Inconsistencies in the Training Requirements for Non-Sworn Security

A sufficient number of non-sworn security personnel who provide less than 20 hours of security at K-12 school campuses are not required by law to receive training. Further, for those full-time contract security officers who must receive training, the quality level of that training is uncertain, as instructors may not be certified.

Non-sworn security personnel who work more than 20 hours per week on security-related duties are required to complete 24 hours of security and safety training course work developed by the Department of Consumer Affairs, Bureau of Security and Investigative Services (BSIS), by July 1, 2000 (*California Business and Professions Code section 7583.45*). The course work syllabus is completed and is offered on-line, but a certification process (which is not required by law) for the course presenters or instructors has not been established. School districts must determine through their own evaluation if a course presenter or instructor is competent to provide the training. Currently, anyone can charge a fee and offer the course to a school district without demonstrating competency in school security curriculum. The Bureau of Security and Investigative Services and the California Department of Education have not collaborated to offer this curricula through the state community college system. At a minimum, the Bureau of Security and Investigative Services could be required through legislation to develop certification criteria for instructors.

More than half of the non-sworn security personnel and in-house security in school districts are either employed part-time (less than 20 hours per week), or are volunteers or employees that provide some school day security or yard supervision in addition to their teaching and administrative duties. They are not required by law to receive security and safety-related training. Many of the smaller school districts, and some of the larger districts, do not provide their non-sworn school security and in-house security personnel with any training at all. At a minimum, volunteers, non-sworn part time security, or school staff would benefit from at least eight hours of security and safety-related training. The Bureau of Security and Investigative Services or *POST* could develop the curricula and certify an instruction process.

Chart 8 details the number of schools, by district size, in which non-sworn security personnel have received security-related training. A substantial number of personnel have received in-house training. However, the training offered was neither certified nor approved by *POST* or by the state Bureau of Security and Investigative Services.



6.3 Comprehensive School Safety Plan Development

Many schools do not actively involve their parents and students in developing a community consensus about a comprehensive school safety plan. This lack of involvement contributes to the perception that schools are unsafe and vulnerable to violent acts. Exploring different ways to expand or link participation in school safety planning to other school-related programs could enhance the general perception that schools are safe and improve safety plans by bringing in a larger universe of concerns and ideas.

State law requires California schools to have completed a safe school plan by September 1998 (*Education Code, section 35294.1 et seq.*). Small school districts (under 2,500 students) may develop a district-wide plan. School site councils (*Education Code section 52853*) are responsible for developing the safe school plans. Required elements of the plan include:

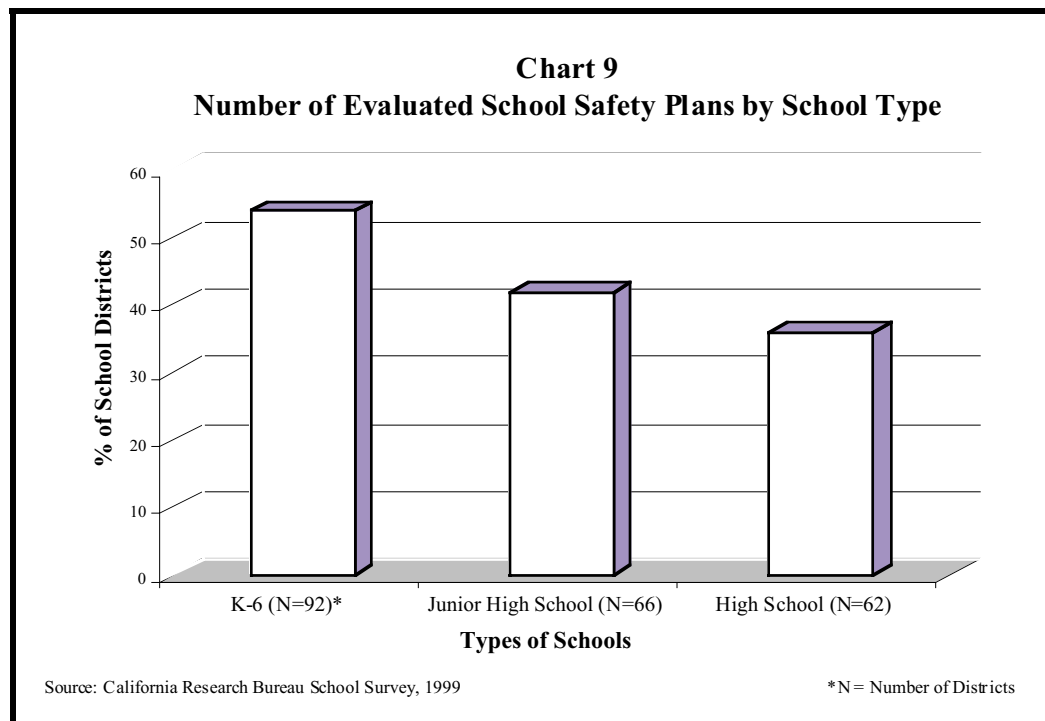
- Develop a process to assess school-related crime
- Develop routine and emergency disaster procedures, child abuse reporting, and policies to notify teachers about students who have committed serious acts that require expulsion or suspension from school
- Adopt a sexual harassment policy
- Develop a dress code policy that bans apparel that could threaten the health and safety of the student body.

Schools may include a local school site council's recommendations in the safety plan and are required to consult the School/Law Enforcement Partnership publication *Safe*

Schools: A Planning Guide for Action as a resource. Schools are prohibited from contracting with private consultants to develop their plans.

An earlier survey by the CRB found that all school districts have completed a school safety plan, but interviews and focus group research conducted for the Task Force indicate that school safety plans are not comprehensive in nature and have not involved student, teacher, and community participation.¹ Research suggests that the “front line” participation of students, teachers and neighborhood activists is essential.

Schools are required to evaluate and amend their safety plans no less than once a year to ensure that they are updated and properly implemented. The CRB school survey found that many school districts in the state have not yet undertaken school safety plan evaluations or completed the required updates. Slightly more than half of the K-6 schools and one-third of high schools had evaluated their school safety plans at the time of the CRB survey (see Chart 9). Activities stated in a school safety plan should be measured as to their success in meeting the plan’s goals. Additionally, a good evaluation of the *safe school plan* should serve as an incentive for students, parents, and teachers to actively participate in the process.



Students in focus groups raised issues that a comprehensive *school safety plan* and evaluation should address. For example, in many elementary schools, security fencing and gates are non-existent or in disrepair. Students complain of dogs and unauthorized older kids and adults on campus, and about lack of safety in school bathrooms.

¹ Marcus Nieto, *Security and Crime Prevention Strategies in California Public Schools*. Sacramento: California Research Bureau, California State Library, October 1999, Pages 15-16.

School-related programs, such the *California Healthy Kids Survey*, require annual community, student, and in some cases, law enforcement participation in assessing the health and safety needs of students. The critical factor in the annual survey is local grass roots participation. This process could be linked to the development of the *school safety plans*, broadening community, teacher, and student participation.

6.4 School Crisis Prevention Planning

The Task Force finds that many middle and high schools, and some school districts do not have a crisis management plan, even though state funds were made available last year for school safety purposes. Of the schools that have developed crisis prevention protocols, few have conducted drills or simulations. In addition, elementary school districts also have security needs, but they were not allocated state funds last year for safety purposes.

Crisis response (such as to a terrorist act like that at Columbine High School) is an important component of violence prevention planning. However, many schools have not incorporated crisis management planning and site planning into their school safety plans. State law does not require *crisis response* to be a component of the comprehensive *school safety plan*. The California Department of Justice and the Department of Education provides *crisis response* training materials to every school in California, but they have limited staff and resources to conduct on-site assessments of all public schools. Additionally, the California County Superintendents Educational Services Association has developed a *crisis response* model for schools, including elementary schools, but the plan has not been practiced or simulated in all school districts in partnership with the local law enforcement.

Some law enforcement agencies have developed a *crisis response* plan for the schools in their jurisdiction. A key element is the use of aerial mapping. School sites can be photographed from the air at a level of detail that shows all buildings, landmarks, and other ground objects that might help or hinder law enforcement.

According to the President's National School Safety Council, schools should develop a crisis management plan, including a contingency plan, for intervention during a crisis and in response to a tragedy. Having a school response team that knows what to do during a crisis is a critical component of a crisis management plan. Other activities that might be undertaken to ensure an adequate *crisis response* plan include:

- Upgrade the training of in-house school personnel to improve *crisis response*
- Simulate drills to train staff to respond to a crisis situation. A few schools and districts have staged mock crises and involved local police
- Appoint a team composed of school staff, law enforcement officials, and health care officials to serve as a crisis response team at the beginning of each school year
- Develop individual school site maps

- Train members of the response team on how to respond in the event of a crisis (violent incidents, suicides and natural disasters) as an organized unit. A communication plan would include teachers, police, hospitals, mental health professionals, parents, and elected officials.

The California Government Code (*Section 8607*) requires that school districts be prepared to respond to emergencies using the Standardized Emergency Management System (SEMS) developed by the Office of Emergency Services (OES). In planning for natural or man-made disasters, school staff receive *SEMS* training and participate in drills to ensure the emergency response system works. Many of these emergency response requirements for schools could be applied to developing a *crisis prevention plan*. Some of these requirements include first aid training, damage assessment, the location of utilities such as gas mains and water, primary and secondary evacuation routes, and assigned duties for school staff. While the OES has the expertise to help schools develop *crisis prevention plans*, it lacks the resources to map sites. OES could also assist local law enforcement and schools to coordinate individual *crisis prevention plans* at the countywide level.

One approach is for a qualified security expert to conduct a school safety assessment as part of a *crisis prevention plan*. The infusion of expert analysis might improve the implementation of school *crisis response* plans and enable a cost-effective selection of programs and security technologies. School safety measures might include the use of telephones in each classroom, cell phones for each school, breathalyzers in each high school, and surveillance cameras in school areas that are security risks.

The Role of Counselors and Nurses in Violence and Crisis Prevention

Counselors are very important in helping students, teachers, and parent to manage their feelings after violent school acts. These events can significantly traumatize large numbers of students and may quickly overwhelm available local crisis intervention resources. Complicating matters even more is the high ratio of more than 500 students per counselor, thus making it difficult for counselors to deal with school emergencies.¹ Given this reality, school districts can join in mutual aid agreements with local mental health agencies in their counties. If schools were required by the state to develop a crisis management team, counselors and mental health professionals would surely be a part of that team. Alternatively, “memorandums of understanding” among county offices of education, Emergency Services, Mental Health, and emergency fire and rescue units can be drafted to ensure swift action and coordination.

The traditional role of school counseling is to impart specific skills and learning opportunities to ensure that all students can achieve school success through academic, career, personal and social development. Counselors can also take a more pro-active role in violence prevention programs such as conducting the necessary research to identify the

¹ *California Association of Counseling and Development*, Survey of California schools with counselors, 1997.

best programs. Decisions about violence prevention programs and curricula are usually made at the district level. School-based counselors could play a more active role in identifying the right strategy for their schools. Counselors could also be more involved in developing the measurement tools and benchmarks required to evaluate the effectiveness of prevention programs and curricula.

School district representatives and schools counselors who testified before the Task Force discussed the important role counselors can play in planning an effective violence prevention curricula and in working with at-risk students. School nurses are also a key element. Many elementary schools employ nurses rather than counselors. School nurses perform a variety of roles similar to those of a counselor, such as dealing with emotional issues. School nurses do a great deal of nurturing, and help students deal constructively with their anger and upset feelings, in a way that does not disrupt the school environment.”² School nurses are trained in CPR, safety education, and have first hand knowledge of potential problem kids, and could make a valuable contribution to crisis planning, or as part of a school crisis response team.

6.5 Innovative School Law/Enforcement Partnerships

Juvenile justice agencies in California are becoming more active in the management of adjudicated students and at-risk juveniles in the local school system.

Several school districts employ county probation officers at high school and middle school campuses to work with selected at-risk students and to provide information and counseling to other students. School districts in Fresno, San Diego and San Mateo counties have instituted this approach. In 1994, the Fresno City School District established a partnership with the city police and county probation departments to bring officers onto school campuses. Students who commit minor misdemeanors, either on-or off-campus, must complete a six-month contract with a probation officer who monitors their school progress and daily activities. School caseloads for probation officers can range from 50 to 100 students. Together with the municipal police officers that are also assigned to school campuses, they form a unique school safety partnership in the Fresno School District.

Community Assessment Teams (CAT)

In 1997, pilot legislation (*Chapter 909, Statutes of 1997*) authorized a San Diego County program to prevent at-risk kids from becoming deeply involved in the criminal justice system. The key component is the formation of Community Assessment Teams (CAT) composed of individuals from public and private agencies that assess the individual service needs of juveniles referred to them by schools, law enforcement agencies, juvenile courts, and families. The goal is to link these at-risk youth (and if necessary their families) to the appropriate service providers. County probation officers are responsible for the overall case management of the student and parents served by the CAT, and for

² Judy Robinson, “The School Nurse: A School Safety Goldmine,” *Inside School Safety*, Volume 8. Number 1, December 1999.

coordinating the network of community resources. Success is measured by the number of youth receiving services that remain in school and by the number of families receiving services. Over 3,400 youth and families are currently receiving services through CAT.

Other innovative partnerships have been funded by demonstration grants through the California Department of Justice, the Department of Education and the Office of Criminal Justice Planning. These grants bring together schools, police, probation, mental health, social welfare and community-based organizations to target truancy, which is an indicator of school failure and possible future criminal behavior.

6.6 Assessing the Effectiveness of Current State and Local Partnerships

Identifying those violence prevention programs and strategies that work in reducing school violence and student truancy is a key objective in funding pilot projects, but unfortunately useful outcome-based evaluations are rare. Establishing an evaluation model by which to effectively measure the outcomes of pilot programs could provide the information necessary to improve existing practices.

California's *School/Law Enforcement Partnership* has funded demonstration programs to reduce school and neighborhood crime and provide a safe school environment since 1983. Under the joint leadership of the Attorney General and the State Superintendent of Public Instruction, the *Partnership* provides annual demonstration funding and technical assistance to local schools, community partners and law enforcement. According to the *Partnership's* office, over 195,000 local personnel have benefited from the training provided by the *Partnership*. The *Partnership* currently administers five local assistance grant and training programs that provides over \$11.5 million to schools, school districts, and county offices of education. The Department of Justice and the Department of Education also work together to collect school crime-related data and conduct surveys through specially funded demonstration programs that target truancy, gangs, gun violence, sex offender notification (Megan's Law), hate crime training, and after-school learning. The goal of the *Partnership* is to assist these programs to become self-sustaining and ongoing.

There is a need to develop performance measurements by which to evaluate program effectiveness. Local partnership programs should be encouraged to receive training in how to develop measurement models from which to establish a database for future funding.

6.7 Security Technologies for Schools

Security technologies such as metal detectors and video surveillance cameras (CCTV) are not the answer to all school security problems. However, they can be excellent tools if applied appropriately. They can provide school administrators or security officials with information that would not otherwise be available, and free up personnel for more appropriate work.

In the past, schools have rarely had the time or resources to consider their security needs from a systematic perspective. The optimal security strategy clearly identifies what it is

trying to protect, who it is trying to protect against, and the general environment and constraints that it must work within. The strategy will likely include some combination of technologies, personnel, and procedures that provide the safest environment within a school's financial, logistical and political constraints.

Many existing security measures are in use in one or more U.S. schools. However, there is no comprehensive body of knowledge regarding their effectiveness. Some key applications are highlighted below.³

- *Problem: (Outsiders on Campus-Prevention Strategies)*
Post signs regarding penalties for trespassing, fully fence the campus, station guards at main entry gates to schools, place monitors at strategic locations, use student identification or badges, require vehicle parking stickers, enact dress codes, lock exterior doors from the outside, cameras in remote areas, and badges for all visitors.
- *Problem: (Fights on Campus-Prevention Strategies)*
Cameras, duress alarms, and whistles.
- *Problem: (Vandalism-Prevention Strategies)*
Graffiti-resistant sealers, glass-break sensors, aesthetically pleasing wall murals, law enforcement presence, 8-foot fencing, and well-lit campus at night.
- *Problem: (Theft-Prevention Strategies)*
Interior intrusion detection sensors, property markings, bars on windows, reinforced doors, elimination of access points, cameras, doors with hinge-pins on secure side, bolting down computers and TVs, locating high-value assets in interior rooms, key control, biometric entry into rooms with high-value assets, and law enforcement or security living on campus.
- *Problem: (Drugs-Detection Technologies)*
Drug detection swipes, hair analysis kits for drug detection, canine searches, removal of lockers, random searches, and vapor detection of drugs.
- *Problem: (Alcohol-Detection Technologies)*
No open campus at lunch, breathalyzer test equipment, no access to vehicles during school hours, no lockers, clear or open mesh backpacks, and saliva test kits.
- *Problem: (Weapon-Detection Technologies)*
Walk-through metal detectors, hand-held metal detectors, vapor detection swipes for gunpowder, crime-stopper hotline with rewards for information, random search of lockers, backpacks, and vehicles, and X-ray inspection of book-bags and purses.

³ U.S. Department of Justice, National Institute of Justice, U.S. Department of Education, and Department of Energy, *The Appropriate and Effective Use of Security Technology in U. S. Schools: A Guide for Schools and Law Enforcement*, Washington, D.C., September 1999.

- *Problem: (Malicious Acts-Prevention Strategies)*
Construct school buildings away from vehicle areas, ensure inaccessibility of air intake and water sources, require all adults on campus to wear badges, place vehicle barriers near main entries and student gathering areas.
- *Problem: (Parking Lot Problems-Prevention Strategies)*
Cameras, parking decals, fencing, card I.D. systems for parking lot entry, sections for different student schedules, sensors for restricted parking areas, roving guards, and bike patrol.
- *Problem: (False Fire Alarm-Prevention Strategies)*
Sophisticated alarm systems that allow assessment of alarms before they become audible, and boxes installed over alarm pulls that broadcast the alarm locally (screamer boxes).
- *Problem: (Bomb Threat-Prevention Strategies)*
Caller I.D. on phone system, crime-stopper program with big rewards for information, remove pay phones, extend the school year when bomb threats and subsequent evacuations reduce the school day.
- *Problem: (Bus Problem-Strategies and Technologies)*
Video cameras and recorders on buses, I.D. required to get on school buses, security aides on buses, smaller buses, and a duress alarm system or radios for bus drivers.
- *Problem: (Teacher Safety-Prevention Technologies)*
Duress alarms, roving patrols, classroom doors left open during class, video cameras in classrooms, and controlled access to classroom areas.

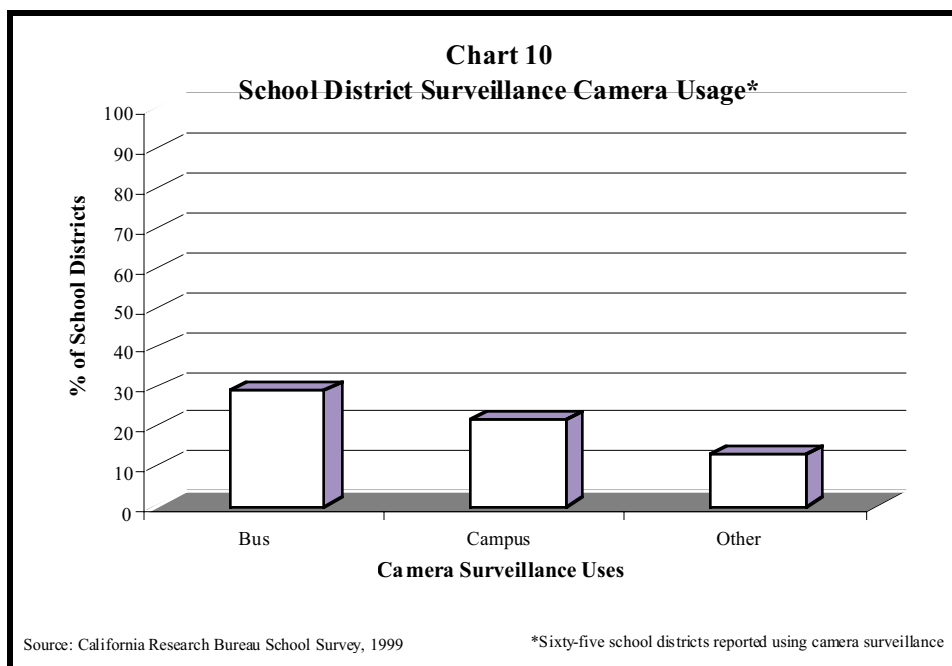
Closed-Circuit Video Surveillance (CCTV)

Closed-circuit video surveillance cameras (CCTV) are increasingly used by school districts to guard against theft and burglary and to protect school property.

Schools are increasingly the targets of burglaries due to the expensive equipment located on site. In California, school districts are experimenting with *CCTV* video surveillance as a security measure to reduce campus violence and prevent crimes such as theft and graffiti. *CCTV* surveillance systems either passively record activities, are played back at certain intervals, or are actively monitored by personnel. According to a 1996 survey of secondary school administrators conducted by the American Society for Industrial Security, schools that use either passive or active *CCTV* surveillance systems have experienced reduced property crimes such as break-ins, theft, and vandalism. Schools are well designed for effective video surveillance since they have a captive student population and staff in a restricted campus area.

Nationwide, 31 percent of all elementary and secondary public school classrooms use *CCTV* for classroom education. In addition, 49 percent of all elementary and secondary public school administrative offices rely on cameras to monitor classroom activities.⁴

In California school districts, *CCTV* are used mostly in school buses, in strategic campus areas to monitor student activity, and to monitor other school property (see Chart 10 below).



This is an impressive increase from 1996, when a CRB study found that only a few school districts in California had placed *CCTV* surveillance cameras on campus or school buses.¹

Some district administrators now believe that *CCTV* cameras are an essential part of crime prevention in schools.² When asked whether an effective *CCTV* surveillance system could have prevented the Columbine killings, a Huntsville, Alabama school district official said “probably not, but it could have minimized the damage.”³

⁴ U.S. Department of Education, National Center for Education Statistics, Fast Response Survey System, *Survey on Advanced Telecommunications in the U.S. Public Schools, K-12*, Table 408-Percent of Public Schools Having Access to Selected Telecommunications Capability, Digest of Education Statistics. Washington, D.C., 1995.

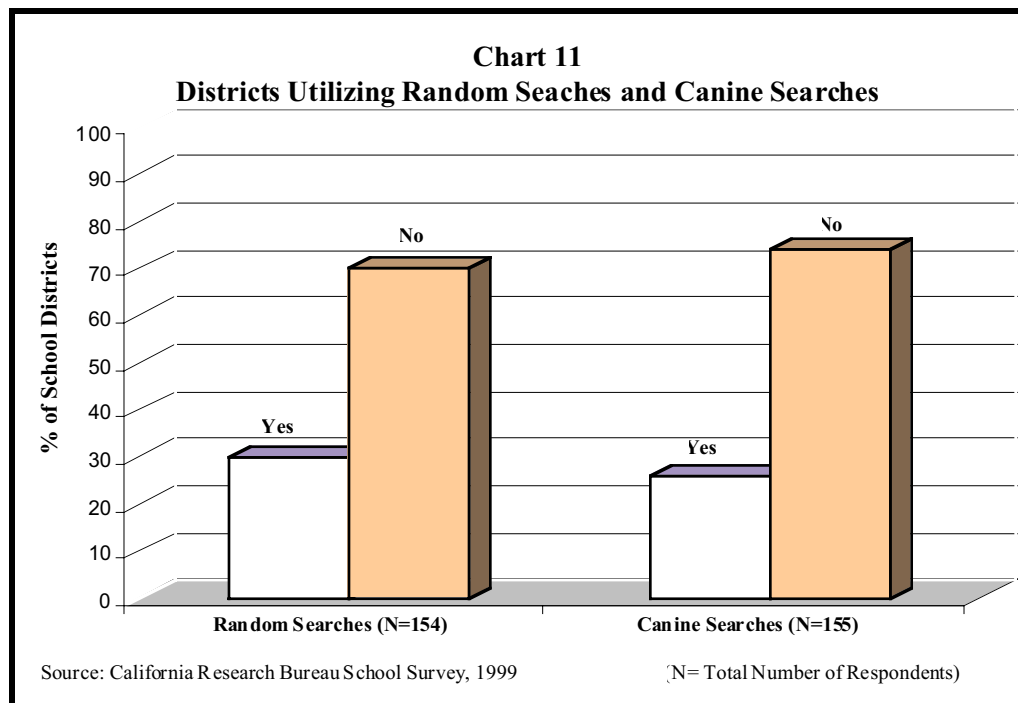
¹ Marcus Nieto, *Public Video Surveillance: Is It An Effective Crime Prevention Tool?* Sacramento: California Research Bureau, California State Library, June 1997, Pages 28-30.

² Ibid.

³ Telephone interview, Klye Koski, Operations Director, Huntsville City Schools, Huntsville, Alabama, May 1999.

Canine Searches and Other School Crime Prevention Measures

An increasing number of school districts are employing random student searches to look for weapons and drugs, especially in middle and high schools. Searches are usually conducted randomly or when there is a suspicion that drugs or weapons are on campus. A number of large school districts use hand-held metal detectors before and during the school day, and at after-school events. Many school districts also use canines to search for drugs and weapons (see Chart 11). Trained dogs check lockers, rest rooms, and other common areas of school buildings. Canines are also used in elementary schools (K-6) as part of the “Just Say No to Drugs” program.



The use of dogs to detect drugs at schools may increase over the next few years. According to Ronald Stephens, Executive Director, National School Safety Center, “If we’re going to require kids to attend school, then we ought to be required to provide safe schools, and canine searches are an important part of doing that.” Some members of the education community and civil liberty advocates are concerned that the use of canine searches on school campuses is an intrusion in a place where people have a reasonable expectation of privacy. However, the courts have generally agreed that the use of dogs to sniff objects (as opposed to people) is not a search within the meaning of the Fourth Amendment and thus requires no heightened level of suspicion.¹

¹ California Department of Education, *Creating Safe and Drug Free Schools: An Action Guide*, Safe and Drug Free Schools, 1996. Sacramento: the Department of Education, September 1996.

6.8 What Other States are Doing to Improve School Security

Many states have responded to the Columbine High School and other school murders by mandating innovative security measures for schools including safety and crisis response plans. Many involve information sharing and partnerships with community groups and law enforcement.

According to the National School Safety Center, many states now mandate school districts to develop *school safety plans*. The state of New York began mandating schools to prepare emergency management plans in 1990. Each plan must detail the procedures and protocols to respond to an emergency situation posing a threat of injury or loss of life. New York requires each school emergency management plan to be updated by October 1st of the school year.

In 1999, the New York State Education Department, in conjunction with the New York State Police, issued a strong recommendation that schools include a procedure to respond to a bomb threat in their emergency management plans. The *Revised Bomb Threat Response Guideline* outlines procedures and protocol. All schools must return a “School Bomb Threat and Serious Incident Reporting Form” to the State Education Department. A “Bomb Threat Instruction Card” details specific questions to ask and particulars to observe when a threat is received. In October 1999, New York enacted a law that makes it a serious felony (Class E) to make a false bomb threat to a school. Up to \$10,000 in restitution must be paid by anyone convicted of issuing a false bomb threat, and up to \$5,000 must be paid by the parents of a child who issues a false threat.

The state of Georgia recently required every public school to prepare a detailed school safety plan. The plan must address, among other things, acts of terrorism and acts of violence. The plan must be developed with input from a variety of sources including students, parents, teachers, community leaders, district employees, local law enforcement, fire service, public safety and emergency management agencies.

The Georgia Emergency Management Agency provides training to public schools on topics such as: crisis response team development, site surveys and safety audits, crisis management planning, emergency operations planning, bomb threat management, and model school safety plans. Georgia school districts must file their school safety plans with the Georgia Department of Education and the Georgia Emergency Management Agency.

Ohio, Virginia, and Indiana have recently required schools to develop *school safety plans*. Each state requires the plans to be developed by a joint effort involving students, law enforcement, teachers, school employees, and safety officials. The most innovative aspect of these recent mandates is the requirement that the plans include protocol and procedures for responding to acts of violence or terrorism. In Ohio, the plans are reviewed by each local school board. In Virginia, the local school board oversees the plan’s development and reports it to the Department of Education. In Indiana, the district Superintendent as well as the Department of Education review the plan annually.

Alaska recently mandated that each school district develop a school crisis response plan (a component of a comprehensive school safety plan) for each school. The mandate requires the formation of a crisis response team as well as the development of procedures and protocol in the event of a serious emergency. The plan must be on file with the school district and the Department of Education. In an effort to facilitate the formation of effective crisis response plans, the Department of Education has offered training sessions in 40 of the state's 53 districts. These training sessions provide school districts with current national information regarding innovative criteria used in school safety plans.

Texas and Colorado now permit school districts to prohibit certain expelled students from enrolling in the same schools as their victims. In Colorado, that prohibition also includes the members of the victim's immediate family.

According to the 1998 U.S. Department of Education, *Annual Report on School Safety*, about half of the states now collect some type of school crime and violence data. Five states require local districts to report on major disciplinary actions and criminal and prohibited incidents. South Carolina requires schools to report a comprehensive list of occurrences, including when and where the crime took place, the gender, ethnicity and age of those involved, a description of the incident, the weapons involved, the cost to the victim and the school, and the actions taken by school administrators. The state identifies twenty-seven different types of school crime and assigns each a specific category. The analysis of this data could help school officials to track school crime, and learn how to prevent such incidents.

Some states are also requiring better information sharing between law enforcement and school officials. Louisiana mandates the court to notify the school within twenty-four hours after a minor has been adjudicated delinquent for a felony offense. The principal has two days after receiving the arrest report to notify teachers. Likewise, teachers and school support staff in Texas receive notification of a student's offense. Virginia permits local law enforcement authorities to report to school principals on student offenses that would be a felony if committed by an adult, or offenses which involve drugs, weapons, or violence-related incidents. Colorado authorizes state law enforcement agencies and schools to exchange information on delinquency, dependency, and neglect cases. In Tennessee, when a student enrolls, resumes attendance at, or changes schools, the state requires the parents or guardians of that student to notify the school principal in writing if that student has been adjudicated delinquent for a violent offense. South Carolina requires the state to provide a school with a juvenile's criminal record.



7.0 VIOLENCE PREVENTION STRATEGIES

Many school researchers and educators regard violence prevention programs and curricula as an important part of daily classroom instruction. Program strategies are designed to deal with student anger, non-conforming behavior, and peer pressure. However, much of what is known about the impact of violence prevention programs in school is anecdotal and has not been rigorously evaluated. Assessing the effectiveness of these strategies is important.

Violence prevention curricula are designed to help school-age youth expand their knowledge of skills that are known to be effective in changing the attitudes that contribute to impulsive behavior and violence. Since 1988, nearly \$7 billion in public funds has been directed at supporting a wide range of student, teacher, parental and community programs aimed at preventing violence in and around schools. However, much of what is known about violence prevention programs is anecdotal. No long-term evaluations have been conducted on the effectiveness of violence prevention curricula in reducing violence and drug abuse among school-age children. Only recently, in federal FY 1998/99, has the U.S. Department of Education changed guidelines to improve program accountability. One federal funding program in particular, the *Safe and Drug Free Schools and Communities Act of 1994*, had attracted a great deal of attention for its lack of accountability.

The need to develop a substantial database of information on violence prevention programs and curricula has been a concern of policy makers for some time. There are no state or federal requirements that schools receiving funds for violence prevention programs establish measurable outcomes or evaluations. Moreover, most schools do not have the technical expertise to design an evaluation of program performance or to develop the necessary measures of outcome-based data. The University of Colorado is developing an information base of violence prevention programs and practices with measurable results that might be useful to California. The University of California at Santa Barbara is also beginning to develop a database of violence prevention evaluation practices, and could take the lead in establishing a resource center to provide schools with technical assistance. School districts could create interagency agreements with universities to help set up and establish an evaluation process.

The *California Healthy Kids Survey* and the *California Safe Schools Assessment* are other potentially useful tools for gathering local and statewide information on violence prevention programs in schools. In its current form, the *California Healthy Kids Survey* allows only positive consent (parental approval), which can be a time consuming process. However, school districts could modify the survey procedure from parental approval to parental notification. This would allow for a broader participation of students to gather information about their safety concerns in less time than the current process.

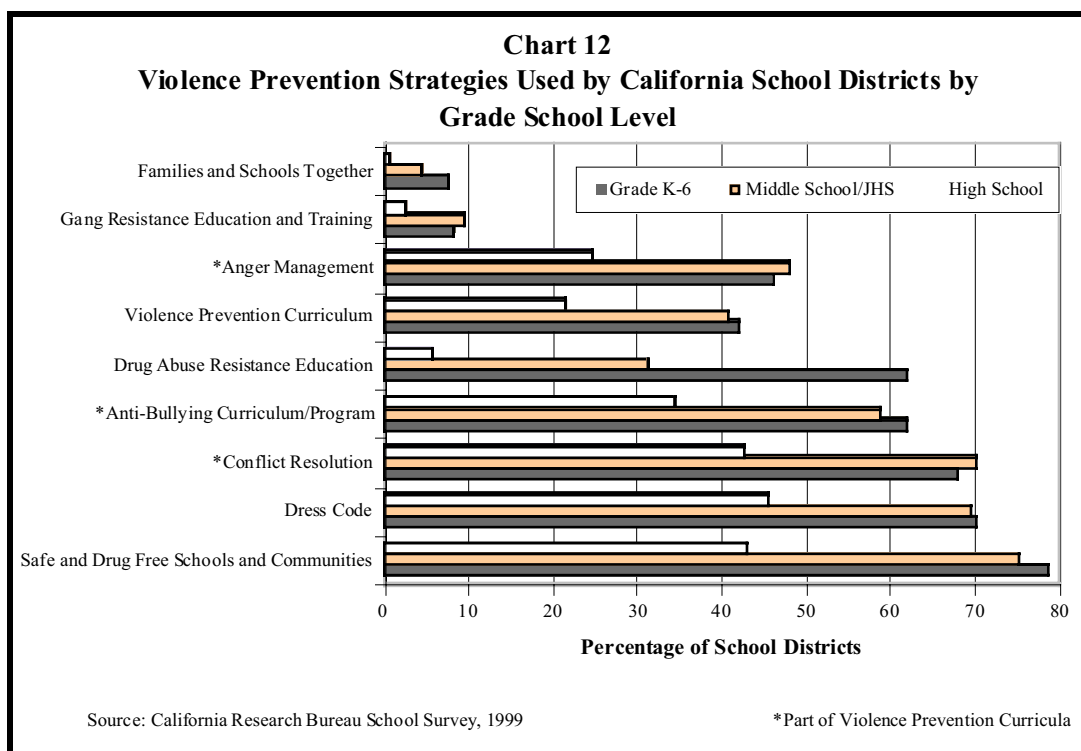
Since violence prevention programs are part of the normal school curriculum, there could be a state-developed and approved instrument to evaluate success. The California Department of Education could begin to develop evaluation tools. The Department could

also develop a collection of independent evaluations of school violence prevention programs for reference purposes.

7.1 School-Based Violence Prevention Curricula

California school districts employ a variety of crime prevention strategies. Interestingly, high schools report incorporating significantly fewer of these crime prevention strategies in their curricula than middle or grade schools. Very few school districts (and none of the largest districts) use all the standard crime and drug prevention strategies. Small urban and rural districts report that they employ the broadest range of crime prevention strategies. Many of the crime prevention programs overlap and evaluation data are inconclusive, so the criteria for selection are unclear. Cost is surely one factor, as outside funding may influence choice.

In California, school districts utilize a variety of violence prevention curricula including conflict resolution, peer mediation, life skills training, anger management, “peace building,” and “straight talk about risk.” Although these curricula vary in style and intensity, they all share the goal of reducing violent student behavior and thereby improving the school environment. Violence prevention curricula are taught in daily to weekly sessions, and may include topics such as self-control, the causes and dynamics of conflict, risk factors for violence, and self-esteem. Teachers or consultants trained in a particular curriculum attempt to reinforce healthy behavioral standards in the school and sometimes in the community. The main violence prevention programs used by California schools are listed below in Chart 12.

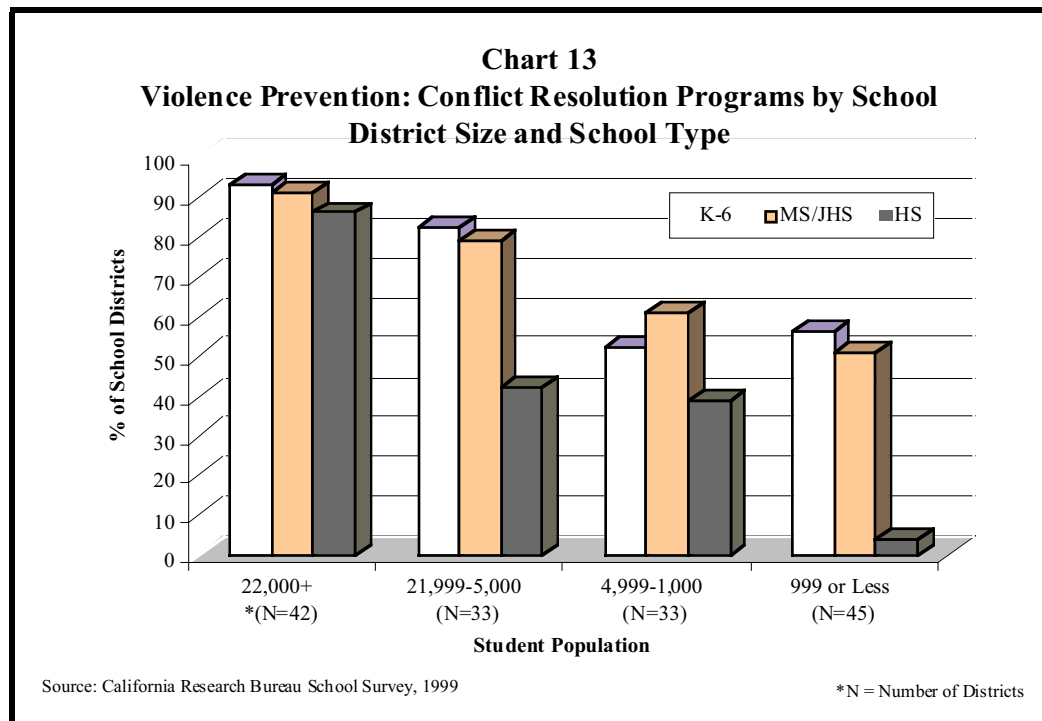


Conflict Resolution

Conflict resolution programs (anger management, peer mediation, and life skills) are the principal violence prevention strategies used in California schools. However, none of these crime and violence prevention strategies incorporate a direct performance measurement or result-oriented evaluation component that can demonstrate actual reductions in school violence. Much of the research that does exist is anecdotal, resulting from student self-assessment surveys.¹

Conflict resolution programs are used extensively in California's 50 largest school districts. However very few high schools in small districts, and less than 40 percent of high schools in medium-sized districts, offer conflict resolution programs (see Chart 13 below). Administrators in some small school districts indicate that they do not use conflict resolution and violence prevention programs because they lack the resources and do not have the grant writing expertise to secure program grants.

The programs seek to teach communication skills and creative thinking to help students to prevent, manage, and peacefully resolve conflicts. The underlying premise is that conflict is a normal, natural phenomenon. Conflict resolution processes include negotiation (between two parties without a facilitator), mediation (involving a third-party process facilitator), and consensus decision-making (facilitated group problem solving). All three curricula are designed for all levels of K-12 school.



A recent survey conducted by the California State Auditor found that less than half of the middle schools and high schools that use conflict resolution programs train their faculty

¹Conflict Resolution/Peer Mediation (CR/PM) Research Project, c/o Stephen W. Smith, University of Florida, Gainesville, Florida, 1997, <http://www.coe.ufl.edu/CRPM/CRPMhome.html>.

and staff, and only a fraction of schools train parents. The State Auditor reported that in schools where faculty and staff receive conflict resolution training, school principals believe their schools are better prepared to handle conflict, compared to schools in which faculty and staff are not trained.¹

Research on the effectiveness of conflict resolution programs within schools has focused on mediations programs (involving a third-party process facilitator). Very few studies, however, have used a control group to compare outcomes with students not enrolled in conflict resolution programs. The most successful findings are from a 1995 national evaluation, which found that students trained in conflict resolution using mediation were better able to manage a controlled conflict without resorting to physical confrontation than students who did not receive the training.² In 1995, 70 percent of the nation's school districts using conflict resolution curricula reported that incidences of suspension had been reduced and that referrals to principals had decreased by 42 percent.³

In general, California school districts do not evaluate the effectiveness of their conflict resolution programs. They have not constructed specific outcome measurements tied to the performance of the students in the program, nor is there follow-up research of the students who have successfully completed the program. Thus there is no program-related data by which to compare schools that use conflict resolution curricula against those that do not, nor is there data to compare crime rates over time, such as battery and assault on campus.

Peer Mediation

In this form of conflict resolution, students involved in a conflict agree to have a trained peer mediator help them resolve their dispute. Peer mediators are fellow students trained in special mediation skills including problem solving, active listening, communicating, identifying points of agreement, and maintaining confidentiality and a non-judgmental stance. About 10,000 schools and community groups in the U.S. use peer mediation, according to Margery Baker, Executive Director of the National Institute for Dispute Resolution. Trained peer mediators help youth to examine their disagreements and to develop mutually acceptable solutions. The process is designed to be democratic and void of blame. Young people benefit from an opportunity to contribute to positive solutions in their school environment while learning skills to resolve conflict in their own lives.

Teens are often willing to learn from their peers. Sixty-one percent of 11-17 year olds would trust advice from someone who had actually experienced a problem, such as a former drug addict, a gang member or a teen mother, according Carole Close, who

¹ California State Auditor, *School Safety: Comprehensive Resolution Programs Help Prepare Schools for Conflict*, #99107. Sacramento: The State Auditor, August 1999.

² D. Johnson, and R. Johnson, "The Impact of Peer Mediation Training on the Management of School and Home Conflict," *American Education Research Journal*, 1995, Vol. 32, No. 4, Pages 829-844.

³ *Conflict Resolution Effects on Behavior*, National Institute for Dispute Resolution, Washington, D.C., 1998.

operates a peer mediation center for the Cleveland School District in Ohio.⁴ However, much of the research on peer mediation is anecdotal. Few studies examine the rates of suspension, fights or confrontational incidents in schools to see if they decrease with the program.

Peace Building

This program integrates conflict resolution into the curricula and daily management of the classroom, using instructional methods of cooperative learning and “academic controversy.” The Educators for Social Responsibility curriculum, *Making Choices about Conflict, Security, and Peacemaking*, shows teachers how to integrate conflict resolution into the curriculum, classroom management, and discipline practices. It emphasizes opportunities to practice cooperation, appreciate diversity, and caring and effective communication. Studies on the program’s effectiveness found that discipline problems requiring teacher management decreased by approximately 80 percent, and referrals to the principal were reduced to zero.⁵

Life Skills Training

This three-year primary prevention program targets 7th, 8th, and 9th grade students to discourage the use of alcohol, cigarettes, and marijuana. The curriculum includes 15 lessons over a year period taught in school by regular classroom teachers, with booster sessions provided in the second year (ten classes) and third year (five classes). Three basic program components include:

- Personal self-management (decision-making and problem-solving, self-control skills for coping with anxiety and self-improvement skills)
- Social skills enhancement (communication and general social skills)
- Drug-related information designed to improve knowledge and affect attitudes about drug use and peer pressure

Life skills training has been effective at reducing alcohol, cigarette, and marijuana use among young people in the short term, but not the long term. Research finds that the effects of decreased student tobacco and alcohol use are not sustained through the end of high school.⁶

Anger Management

Anger Management courses are designed for teachers, students, and parents to help them learn to deal with their anger and to reinforce positive life skills, usually in a shared

⁴ Kathleen Vail, *Give Peace a Chance: Peer Mediators in Cleveland Choose Nonviolence*, The National Attorneys General/National School Board Association, June 1999, <http://www.keepschoolssafe.org/>.

⁵ David Johnson and Roger Johnson, “Teaching Students To Be Peacemakers: Results of Five Years of Research,” *Peace and Conflict: Journal of Peace Psychology*, 1995, Vol. 1, No. 4, Page 424.

⁶ G. J. Botvin, et al., “Long-term Follow-up Results of a Randomized Drug Abuse Prevention Trial in a White Middle-class Population,” *Journal of the American Medical Association*, 1995, Vol. 273, Pages 1106-1112.

environment. Most school-based anger management curricula draw upon several theories of social learning and cognitive behavior. They utilize a variety of mechanisms to teach behavioral change including tutored video instruction, observation, guided practice and successful experience, role-playing, modeling, and performance feedback. Students have the opportunity to self-assess their abilities to manage their anger. It usually takes two full days of training for teachers to become classroom facilitators. Some courses last two weeks, others as long as one semester.

Bullying Prevention

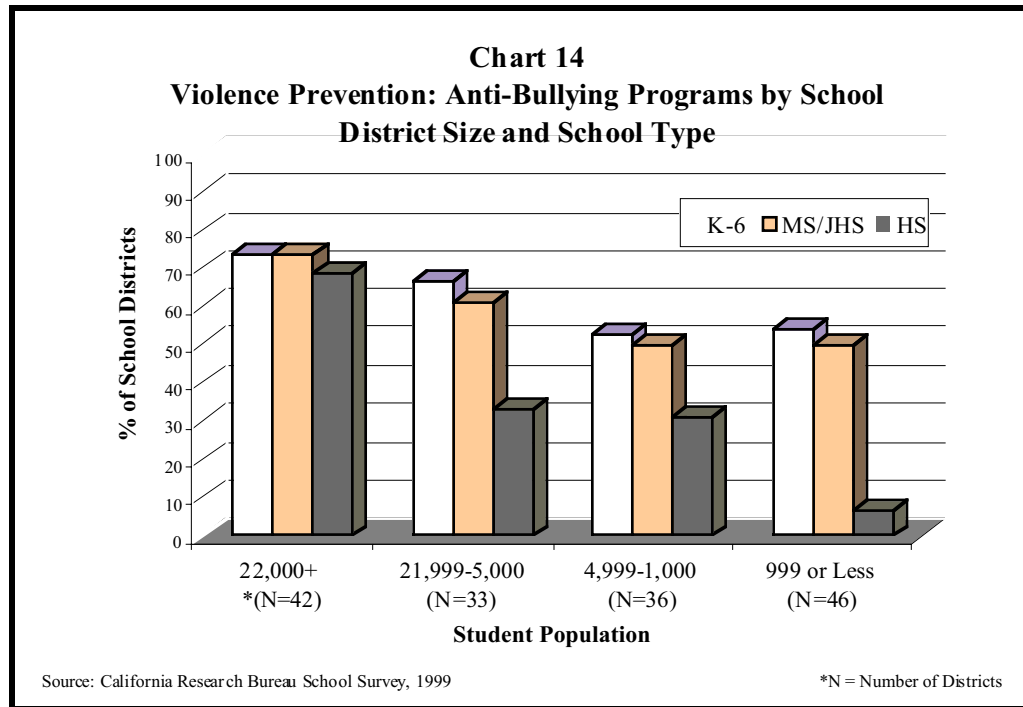
An estimated nine out of ten junior high and high school students have witnessed bullying, and eight out of ten have been bullied during their school careers.⁷ Bullying is a problem raised by students in many focus groups. Bullying programs seek to increase awareness of the problem, to achieve active involvement on the part of teachers and parents, to develop clear rules against bullying behavior, and to provide support and protection for the victims of bullying. Key elements include conflict resolution training for staff members, social skills building for victims, positive leadership skills training for bullies, intervention techniques for bystanders, and the presence of parental support. Intervention models can be used on a school-wide classroom, or at the individual level.

In Bergen, Norway, the frequency of bullying/victim problems decreased by more than 50 percent two years after the prevention program began. These results applied to both boys and girls and to students across all the grades studied. Recent U.S. research has also found a 50 percent reduction in bullying, as well as a reduction in antisocial behavior (theft, vandalism, and truancy), and an improvement in school climate.⁸

Although bullying occurs at all levels of grade school, the CRB school survey found that California high schools in smaller districts generally do not offer bullying prevention programs. Students in focus groups at the elementary and middle school levels indicate that bullying is a major problem. In the one particular economically depressed school district, students who were harassed by bullies were fearful of retaliation because the teachers did not respond to their concerns. This particular school district did not use bullying prevention curricula.

⁷ J. Hoover, R. Oliver, and R. Hazler, "Bullying: Perceptions of Adolescent Victims in Midwestern USA," *School Psychology International*, 1992, Vol. 13, Pages 5-6.

⁸ D. Elliott and W. Woodward, *Blueprints for Violence Prevention*, Center for the Study and Prevention of Violence, University of Colorado, 1999.

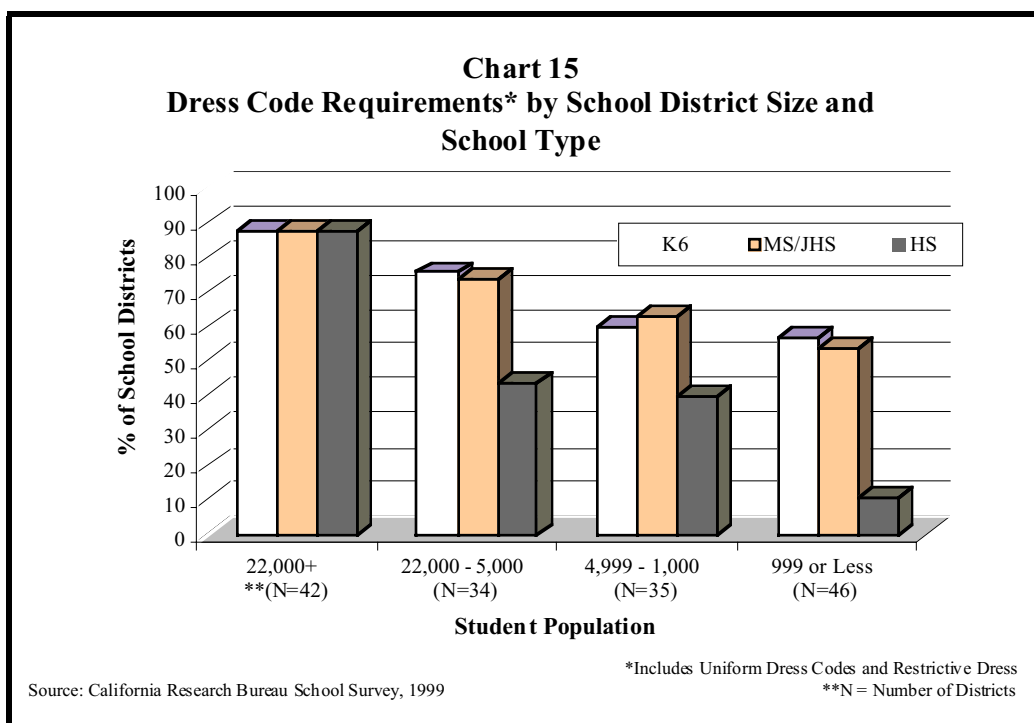


Dress Codes

Gang-related apparel has been a concern for many years. In 1993, the Legislature enacted a law giving school boards the authority to adopt reasonable dress code regulations (*Education Code section 35183*). Since then, school dress codes targeting gang attire have been challenged in courts under the First Amendment, but school districts have prevailed. The California School Boards Association recommends a “reasonable dress code” regulation as the first step for schools that wish to develop a dress code. Key elements include securing parental support at the beginning of the process, protecting religious expression, selecting either a voluntary or mandatory uniform policy with an “opt out” provision, providing an assistance plan for poor students, and treating uniforms as part of an overall safety program. In the Long Beach School District, the crime rate in middle schools dropped by 36 percent between 1993 and 1995 after the introduction of the dress code.¹

The CRB survey found that dress codes, particularly anti-gang-color dress codes, are required in most large California school districts, as shown in Chart 15. High schools in small school districts are the least likely to enforce a dress code requirement.

¹ J. Michael Kennedy, “A Fashion Statement with Real Meaning,” *Los Angeles Times*, August 19, 1995, Metro Section.

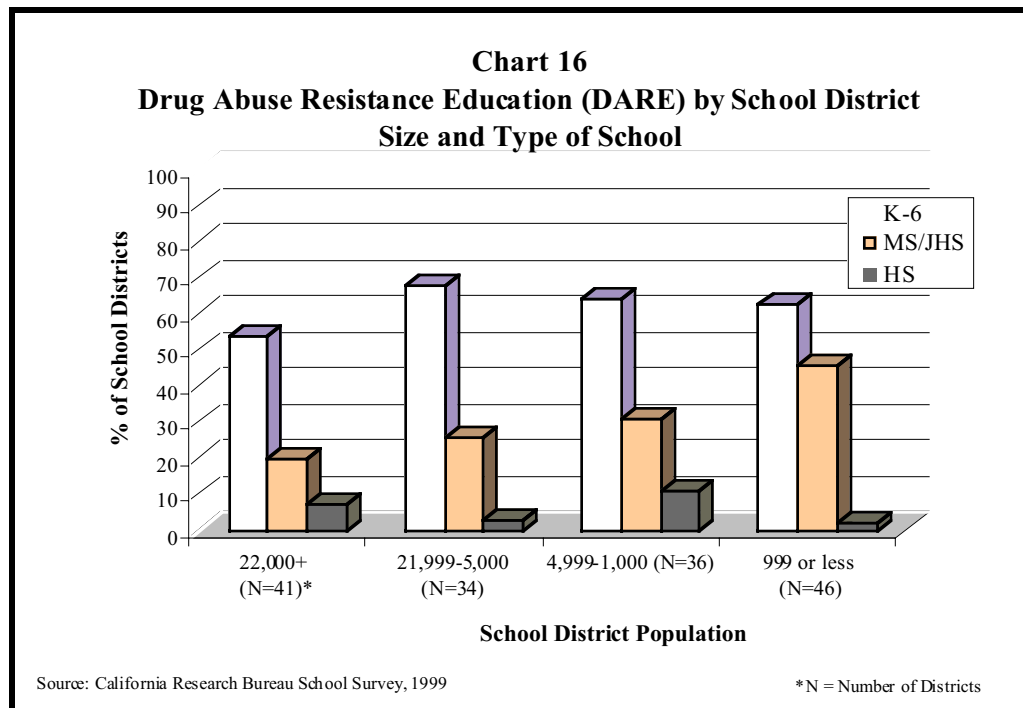


Drug Prevention

The *Safe and Drug Free Schools and Communities Act of 1994 (Title IV)* is the predominant funding program for drug prevention in schools, although evaluation studies suggest the limited effectiveness of many local programs.¹ This federally-funded program automatically provides formula grant funds to school districts. The Drug Abuse Resistance Education (*DARE*) program is one of the largest drug prevention programs in the country and in California. It was developed by the Los Angeles Police Department in 1983, and has since spread nationwide. Its core curriculum focuses on teaching pupils the skills needed to recognize and resist social pressures to use drugs. It contains lessons about drugs and their consequences, decision-making skills, self-esteem, and alternatives to drugs. Teaching techniques include lectures, group discussions, question-and-answer sessions, audiovisual materials, workbook exercises, and role-playing.

In California, as shown in Chart 16, *DARE* is mainly popular in elementary schools, where it is taught in half of California's school districts.

¹ R. P. Clayton, A. Cattarello, and B. Johnson, "The Effectiveness of Drug Abuse Education (Project DARE): Five-year Follow-up Results," *Preventive Medicine*, 1996, Vol. 25, Pages 307-318.



7.2 The Role of Mentoring in Schools

There is an overwhelming need to find mentors for needy children that are at-risk of academic failure. There is also a great need to find mentors for youth who are struggling with a multitude of difficult problems including alcohol and drug abuse, gangs and violence. Many times these are the same kids.

The state has been active in recent years in promoting youth mentoring services. The California Mentoring Initiative is designed to recruit private sector involvement in mentoring and to develop and implement a long-term strategy to expand mentoring services for at-risk youth. According to the California Mentor Resource Center, since the program began in 1995, there have been approximately 210,000 mentors providing support to California's youth, with thousands more youth waiting for a mentor. On a daily basis, there are about 70,000 mentors working with young people throughout the state, including with community organizations such as Big Brother and Big Sisters. Unfortunately, thousands more mentors are needed, particularly in the Los Angeles City Unified School District, where 50,000 kids are on mentoring waiting lists.

Since 1995, the State of California has dedicated more than \$50 million to coordinate and bolster local mentoring activities through various state government agencies including:

- Department of Social Services
- Office of the Secretary of Education
- California Youth Authority
- Department of Alcohol and Drug Programs
- California Conservation Corps

Most state government departments (with the exception of the Office of Education) serve the youth that receive services under their jurisdiction. The Department of Alcohol and Drug Prevention Programs coordinates many of these mentoring efforts and serves as a resource for quality assurance.

The Office of the Secretary of Education has the primary responsibility for finding mentors for children who are at-risk of academic failure, through the Academic Volunteer Mentoring Program. The program was established in 1992, but did not receive funding until the 1996/1997 fiscal year. More than 60 school districts and local education agencies throughout the state have been awarded mentoring program grants, but there are still not enough mentors in the program relative to the number of youth who have requested services. Last year the Legislature ask the California Research Bureau to evaluate the program to determine if the mentoring grantees were successful in helping at-risk children to achieve academic success. The findings presented to the Legislature were inconclusive. However, the report did identify some processes that need to be established. They include:

- Link mentoring to career or job development, particularly for high school programs.
- Develop individualized mentoring plans to identify needs and goals.
- Establish contracts between mentor, students, and parents.
- Create incentives and recognition to celebrate progress.¹

The California State Bar Association with a membership of over 160,000 lawyers is a potential resource for California Mentoring Initiative, according to testimony presented to the School Violence Prevention and Response Task Force. It is possible that the resources of the California State Bar Association could be used to help fill the void needed for school mentors across the state.

School and Judicial Partnerships

Members of the judiciary have not participated in the discussion and development of school safety plans. However, family, juvenile dependency, and criminal courts and their administrative adjuncts could be important elements in promoting violence free, safe schools.

The State Judiciary Council has formed a *Court/Community Outreach Task Force* that is responsible for developing court initiatives to work with youth and schools. The Judiciary Council's initiative operates independently from existing academic mentoring initiatives and is not coordinated through the Office of Education. The Task Force promotes a positive youth perspective about the justice system through classroom lectures. The belief is that students will learn about their rights and responsibilities under law, understand the legal consequences of their actions, and gain information about career opportunities. The scale of the outreach is modest. Projects include:

¹ David C. Illig, *An Evaluation of the Academic Volunteer and Mentor Service Program*. Sacramento: California Research Bureau, California State Library, April 1999, Page 8.

- *Taking Court to School*
The Superior Courts in Butte County and Orange County are leading an effort to educate middle and high school students by conducting small claims trials at school sites.
- *Mock Trials*
Judges from the Los Angeles Municipal Court teach up to ten students selected from a local residential placement facility over seven-week period. They teach the legal process, including how to handle legal cases involving shoplifting or landlord-tenant disputes.
- *Peer Court*
San Diego County South Bay Trial Courts offer their courtrooms for hearings in which teens sit in judgement of peers who have committed non-felony offenses, if they have admitted to wrongdoing. The concept is to allow the offender a “second chance” at redemption. Teen Courts, which are common in counties throughout the state, is a similar state-funded program.
- *Kids Court*
The Superior Courts in Tehama and Red Bluff prepare kids between four and 18 years old who are either victims or witnesses, for their upcoming cases. The notion is for kids to talk about their feeling and practice relaxation and role playing before the trial.

Last year, California’s Supreme Court Chief Justice, Ronald George, directed the *Court/Community Outreach Task Force* to identify appropriate ways and means by which the California judiciary could contribute to ensuring school safety. A representative of the state judiciary *Court/Community Outreach Task Force* testified before the School Violence Task Force to stress their willingness to work on mutual issues relative to school safety. At a minimum, representatives of the local court/community outreach programs could formally participate in developing elements of annual safe school plans. Information-sharing and judicial outreach to youth could be components.

7.3 After School Activity/Programs and Curricula

There is a growing body of evidence that after-school is the most dangerous time for young people. Juvenile crime rates triple between the hours of 3 p.m. and 8 p.m.² Many of these youth are “latch key” kids who are on their own until their parents arrive home from work.

Many law enforcement officials, schools, community organizations, and parents support increasing the number of after-school activities offered at school and community facilities. A variety of goals lie behind new public investments in after-school programs. Some seek to promote learning, while others hope to protect children from hazards on the streets or to keep them from risky experimentation.

² *Juvenile Offenders and Victims: 1999 Report*, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention, Washington, DC: November 1999.

The 21st Century program is the largest new federal after-school funding initiative. It focuses on providing low-income neighborhoods opportunities for enrichment. California schools and communities received over \$50 million last year from this program. 21st Century Learning Centers offer varied activities for children and community members after school in safe and drug free environments. The activities range from tutoring and homework assistance, to enrichment projects in literacy, science, and math, gym, computer labs, and art studios. The main goal is to help children succeed. Other national after-school based programs such as the Boys and Girls Club of America, PAL, and YMCA were cited by the Center for the Study and Prevention of Violence (CSPV) as most effective in helping youth to alleviate factors associated with delinquency and factors that contribute to at-risk behavior.³

Many after-school programs in California are funded by federal Child Development grants, as well as the new After School Learning and Safe Neighborhood Grant Program, administered by the California Department of Education. Other after-school programs offered in California schools are varied and rely on collaborations to provide services. Representatives from volunteer organizations such as the Boys and Girls Clubs of America, YMCA and YWCA, PAL (Police Athletic League), Teens-on-Target and federally and state funded programs such as LA's BEST and START, testified before the Task Force about their success and the need for program expansion.

Low-income neighborhoods where children are most in need of safe, interesting, challenging activities offer fewer after-school options. Task Force researchers found several schools in poor school districts without any after-school resources or activities. Perhaps the state should focus resources on schools in poor neighborhoods. Neighbors and business leaders may be willing to partner in establishing after-school programs, or to support academic tutoring.

³ M. R. Chaiken, "Tailoring Established After-School Programs to Meet Urban Realities." In D. S. Elliot, B. Hamburg, and K. R. Williams (Editors), *Violence in American Schools, A New Perspective*, New York, 1998, Pages 348-375.

APPENDICES



APPENDIX A

(FOCUS GROUPS)

The focus group interviews were conducted by Marcus Nieto, Matthew Joyce, and Joel Cohen, who authored a California Research Bureau Issue Brief entitled, *Focus Groups; A Valuable Tool for Public Policy*.

The Focus Group Process

Focus groups are a very popular and effective means of exploratory, qualitative research. Their main purpose is to generate ideas, not numbers. In private industry, focus groups help to draw out subtle, complex aspects of the relationship between the user and the product, service, advertising or sales effort. In government, focus groups can provide insight into the relationship between citizens and policies, programs, and services. Focus groups can also elicit evidence of problems and concerns. In both cases, focus groups give a “feel” for the individual’s thought process. This is especially important in government, where certain constituencies generally do not provide opinions and insight during the public comment process. These constituencies can include the young and the sick.

A focus group is a small group interview in a relaxed and non-threatening environment. It brings together from six to 12 targeted users to discuss issues and concerns about the features of a service or policy. The group typically lasts about one to two hours and is run by one or more than one moderator who maintains the group’s attention.

Focus groups often elicit users’ spontaneous reactions and ideas. In addition, people can discuss how they perform activities that span many days or weeks, something that is expensive to observe directly.¹ However, focus groups can only assess what users say they do and not the way they actually operate a product, or interact with a service.

In choosing the actual participants, it is important to reconfirm that the participants fit the sample. For example, when the California Research Bureau (CRB), convened focus groups to discuss school safety issues, students that did not fit the category of “average”² were asked to leave the group. High achieving and disaffected students generally did not hold representative views.

Role of the Moderator

The moderator is the most important member of an effective focus group, as he/she can make or break the results. It is critical that the moderator remains neutral during the discussion. The moderator must have excellent communication skills, be well-trained in psychology, have experience and a good knowledge of the service at issue, and be able to lead and control the conversation in a subtle manner. An experienced moderator can also encourage a spirit of group cooperation that may bring forth ideas that go beyond the questions and comments.

The moderator prepares a script that determines the exact order of questioning. Questions should move from general issues to specific issues, so that no biases are

¹ Anecdotal evidence is useful in understanding why certain actions occur.

² Average students in this frame referred to students who did not participate in leadership school (academic, scholastic, or sports) positions or attend the equivalent of honors or advanced placement courses

introduced early in the process. Group participants must first introduce new topics. For example, if questions were used to address school safety and security, the moderator would wait until a participant used the term “rape” before asking about the incidence rate of rape on and off campus. In addition, the moderator may ask participants to define their terms to ensure that everyone understands the usage of the word.³

For a more detailed explanation of the focus group process and procedure, please refer to the California Research Bureau *Issue Brief* entitled, “Focus Group.”

The School Safety and Security Series of Focus Groups

As part of a larger project for the School Prevention Violence and Response Task Force, the California Research Bureau, and the Office of Criminal Justice and Planning (OCJP) held 20 focus groups in Sacramento, San Francisco, Los Angeles, San Diego, and the Inland Empire over a month’s period. Students in second, sixth, eighth, and twelfth grades participated. In addition, there were four focus groups consisting of sheriffs’ deputies and school district police from three large Southern California counties, middle school teachers from an Inland Empire county, and high school teachers from a suburban Southern California county. Using the general guidelines presented above, the Task Force researchers were interested in exploring a pair of nested questions:

- “Do students feel safe in their schools and on the way to and from school?” and,
- “Does feeling unsafe in the school day make it harder to learn?”

The focus groups were selected to represent urban and suburban school districts in various parts of the state. School administrators were asked to select average students to participate. The parameters for rejection included:

- Students in school leadership (academic, scholastic, or sports) positions
- Students attending the equivalent of honors or advanced placement courses

CRB moderators led some groups and trained two research staff to assist in conducting other focus groups. While this situation was not ideal, a full training program was not available due to the short time frame.

The focus groups were conducted on school campuses to encourage the participants to feel at ease. The rooms where the focus groups were conducted included classrooms, band practice rooms, libraries, teachers’ lounges, and counseling rooms.

³ If the participants define a term incorrectly but the group agrees to its definition (i.e., a gang is merely a social organization), the moderator does not rectify the situation by explaining the correct usage.

Almost all of the rooms used for the focus groups had conference-type tables. In one case, the students sat in sofas around a room. Close proximity was important as the focus groups were audiotaped⁴.

CRB and OCJP staff composed controlled opening conversation and substantive questions for the focus groups. The opening discussion included topics on school and after-school interests, hobbies and sports. The questions for second graders were:

- Describe your school day, and getting to and from school.
- What do you like/dislike about your school?
- Do you have any worries or concerns about school – before, during or after?
- Draw a picture of “how you see your school”

The questions for sixth, eighth and twelfth graders were:

- What do you like/dislike about your school?
- If you could change some things about your school, what would they be?
- What do you worry about concerning school? Before, during and after?
- Are there places in the school that you avoid? If so, why?
- Which of your concerns about school makes it harder to learn?
- Does feeling unsafe in your school day make it harder to learn?

Prior to beginning the opening conversation, participants were asked to write their first names on a folded 8 _ by 11 inch paper. This provided an “ice breaker” activity and permitted the moderators to address the participants by name during the discussion.⁵ The lead moderator introduced the other moderators, discussed the purpose of the focus group, and thanked the children in advance for participating.

Once the participants were comfortable, the moderator initiated the opening conversation and then moved to the prepared questions. Participants were asked questions in either a clockwise or counter-clockwise pattern around the table, to ensure that everyone in the room joined in.

The focus groups drew memorable quotes. These particular statements were made by the students when asked, “What do you dislike about school?”

- “Knowing every morning that I will be harassed at school...because of my skin color.”
- “When you try to answer a question in a classroom [but answer incorrectly] your classmates will laugh at you, you don’t know it but try”
- “Bullies...”
- “Some teachers don’t like to teach.”

⁴ Audio receiving microphones have a certain range. It is important to measure the distance of the participants from the microphones to assure adequate sound quality.

⁵ Participants appreciate the familiarity.

- “They never take the time to notice the good students always the bad students... they should have an assembly to [acknowledge] the good students.”
- “The administration...is on a power trip...the rules at this school are useless.”

The question, “What do you worry about concerning school? Before, during and after?” Elicited the following responses from students.

- “I’m in a foster home, they say my mother smokes crack and that hurts my feelings...people say not to believe me because I am not telling the truth.”
- “On my way home from school, I pass homes that have pit bulls. These homes have low fences and they leave their dogs out.”
- “...At school my cousin got bit by a dog because he was helping a teacher ... a guy let his dog loose, and the dog attacked my cousin.”
- “The Security guards make their own rules...”
- “Last week a teacher cut my hair...for no reason.”
- “I would go to my friends first if I had safety problem...the security guards would stop them and then me ...it is screwed up.”
- “Off campus police are roaming like flies...like cockroaches...they have nothing better to do than give tickets to jaywalkers and skateboarders.”

And in response to a third question “Are there places that you avoid?” students gave the following answers:

- “I don’t go to the bathroom because there was a boy waiting for me ... he was trying to choke me, I punched him in the nose, he was bleeding, ... I got scared of that.”
- “A lot of girls say things about you and in the bathroom they will chase you.”
- “The girls shower room...I was in the girls locker room, and I was changing, and a male janitor was there... then I stood up and looked and saw him... he was looking and I thought oh my god...I felt so violated.”

Analysis of the students’ responses during the focus groups raises several main themes. For example, second and sixth graders discussed concerns about fighting and bullying. Twelfth graders discussed conflicts with security personnel. Sixth and eighth graders discussed graffiti in the bathrooms. These themes can be the basis for policy recommendations.

Police and teacher focus groups were conducted in a similar manner.

Sample Letter to School Superintendents

Dear Superintendent:

In June of this year, the Governor signed legislation (AB1113) creating a School Violence Prevention and Response Task Force. Members include the Attorney General, Superintendent of Public Education, Secretary of the Office of Education, Director of the Governor's Office of Criminal Justice Planning, and twelve individuals representing educators, health care practitioners, and the law enforcement community. The mission of the Task Force is to find out what works to prevent school violence, and what should be done to improve existing prevention efforts. Your assistance would contribute greatly to the Task Force.

We know that we can learn a lot from students, teachers, parents, and school administrators. In particular, students can provide insight as to their feelings about school safety. Therefore we request your help in identifying students in your school district that might participate in carefully selected and polled focus groups. Focus groups are an effective means of exploratory, qualitative research. The goal of the Task Force is to better understand the students' views about school safety.

We propose to interview four different focus groups composed of students from high school, middle school, K-6 elementary and K-2 elementary. Each focus group would have between six and twelve students and would be moderated by a skilled moderator and observer. The ideal focus group participant should be an average student (based on state standardized testing) and the group as a whole should reflect the general demographic characteristics of the school district.

The focus group sessions will be conducted on the school campus and will last from 60 to 90 minutes. The interviews are strictly confidential. The moderator will lead the discussion and keep it flowing in a relatively unstructured manner, so as to involve all participants. Some of the questions asked will include:

- *What violent acts have you witnessed in school?;*
- *What can you do to make schools safer? And;*
- *What should we do to make schools safe?*

The final part of the interviews will be a written response by the students to the question, "*Does feeling safe affect your ability to learn?*" The elementary students will be asked to draw a picture of, "*what a safe school should look like?*" All sessions will be audio taped. The information gathered will be used as case studies and anecdotes representing student views to the Task Force.

I hope this letter clarifies our intent in requesting that students from your school district participate in these focus groups. Should you have any questions, I can be reached at 324-9168 or 653-7381.

I look forward to working with you.

Sincerely yours,

A handwritten signature in black ink, reading "Marcus Nieto". The signature is written in a cursive style with a large, stylized "M" and "N".

Marcus Nieto,
California Research Bureau Consultant to the
Governor's School Violence Prevention and Response Task Force

APPENDIX B
(TASK FORCE PRESENTERS)

SCHOOL VIOLENCE PREVENTION AND RESPONSE TASK FORCE

WITNESSES

TOPIC

LOS ANGELES PUBLIC HEARING – October 13, 1999

Jordan Senior High School

Teens on Target

School Violence Victims

Commander Davenport, Los Angeles County
Sheriff's Office

Police Parenting/Intervention
Programs

Dr. Carl Cohn, Superintendent, Long Beach
Unified School District

School Resources

Sharon Yarborough, and Eric Gurowitz, LA BEST
Program

After-school Programs

Chief Art Lopez, Officer Karl Dyer, Oxnard
Police Department

Police Parenting/Intervention
Programs

Chief Wesley Mitchell, LAUSD Police

Role of Law Enforcement on
Campus, School Safety,
Spending on the Community
Assessment Teams/Incidents
To/From School

Trisha Hatch, Coordinator, Student Services,
Moreno Valley USD

School Resources

Marlene Wong, Director, School Mental Health
LAUSD

School Mental Health Services,
Services

Steve Goldsmith, Director, Centinela Valley
Violence Diversion Project

Juvenile Services/Gang

Brenda Fairley, Student, Canyon Springs High
School

Peer Mediation

Stephen Thom, Acting Regional Director, Community
Relations Services, U.S. Department of Justice

Federal DOJ Programs, Resources

Natalie Macias, Director, Community Law Enforcement Partnership Program, LA Sheriff's Office

Community Programs

Laurel Bear, Ed Redd, Santa Clarita High School

School Administration

Russ Bauer, Orange County Probation Department

Police, Probation, School Teams

Ann McGinn, Southern California Mediation Association

Mediation Services

Brenda English, LA Deputy District Attorney

Criminal Prosecutions

Chief Nunez, Compton USD Police

School Officers

Commander Lillo, Los Angeles Police Department

LAPD Crisis Response

Ginger Walton, San Diego Probation Department

Prevention Programs/Partnerships

Daria Waetjen, Orange County Office of Education, Violence Prevention Program

Teen Council/Mentoring

WITNESSES

TOPIC

SAN FRANCISCO PUBLIC HEARING – November 1, 1999

McAteer High School

Student, Parent and Principal of Thurgood Marshall High School	School Safety Policy
Chief Gene Roh, San Mateo County Probation Department	Community Outreach Prevention Program
Officer Curtis Reeves, San Jose Police Department	Training/Crisis Response
Dave Gordon, Superintendent, Elk Grove Unified School District and Susan Aronson, Elk Grove Unified School District Board Member	District Safety Policy
Gloria Beavers, Parent	Discrimination in Schools
David Steinhart, Consultant	Parenting/Intervention
Lt. Patricia Jackson, and Sgt. Colleen Fato, San Francisco Police Department	Programs with Students
Students, Parents, and Principal of McAteer High School	McAteer Student Activities
Sandy Close, Pacific News Service	Youth Workshops
Students, Parent and Principal of Lincoln High School	Lincoln Student Programs
Mike Crilly, Jefferson Union High School District	Special Services Counselors
Thomas Morh, Superintendent, San Mateo Union High School District	Safety Funding
Fred Persily, California Association of Human Relations Organizations	Cooperative Training Learning/Relations
Deane Calhoun, Youth Alive Project	Education/Intervention

Irene Elliott, Director of Special Services, Rescue Unified School District	Intervention/Training Funding
Linda Ferdig-Riley, Principal, Gunderson High School, San Jose Unified School District	Education
Stephen Brock, School Psychologist, Lodi Unified School District	Prevention and Response
Paul Maslin, Pollster	School Safety Survey
Carlos Gonzalez, San Francisco County Probation Department	Trends/Programs
Nikita Robinson, Eric King, Jeff Towey, Patricia Lasarte, and Vince Kilmartin, Human Resources Department, West Contra Costa Unified School District	School Programs
Robbie Specland, Student McAteer High School	Teens Against Violence
Dr. David Rappoport	Committee Assuring Rights for Everyone (CARE)

WITNESSES

TOPIC

SACRAMENTO PUBLIC HEARING – December 9, 1999

Office of Criminal Justice Planning

Brad Wiscon, San Diego County
Teams

Community Assessment

John Anderson, Imperial County Superintendent of
Education and County Superintendents Association

Rural Area Schools

San Diego County Probation Office

Community Assessment
Teams

Peggy Dial, California PTA

PTA Role

Judge George Nicholson, Third Appellate District

Role of Judiciary

Professor Clark Kelso, McGeorge School of Law

Confidentiality of Records

Tim Jenkins and Francine Rice-Laabs,
California Teachers Association

Teacher Safety in School

APPENDIX C

(ELK GROVE UNIFIED SCHOOL DISTRICT CONDUCT CODE)

P A R E N T H A N D B O O K

1999-2000



- Advanced Academic Programs
- How To Help Your Child
- Parent Involvement
- College/Career Programs
- Achievement Tests
- 1999-2000 School Calendar
- Your Rights and Responsibilities

ELK GROVE UNIFIED SCHOOL DISTRICT



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We Expect Every Student To Meet High Standards

The Elk Grove Unified School District works hard to offer every student a quality education. Twice in the past decade the Board of Education has increased the academic courses required for graduation, and the district is looking at raising the standard again. The district's graduation requirements are forward-thinking and exceed those of most other school districts in California. The requirements, which are listed below, represent the *minimum* each student must take, whether or not the student plans to attend college.

- 4 YEARS OF ENGLISH
- 4 YEARS OF MATH (INCLUDING ALGEBRA) AND 2 YEARS OF SCIENCE
OR 3 YEARS OF MATH (INCLUDING ALGEBRA) AND 3 YEARS OF SCIENCE
- 3.5 YEARS OF SOCIAL SCIENCE
- 2 YEARS OF PHYSICAL EDUCATION
- 2 YEARS OF WORLD LANGUAGE **OR**
1 YEAR OF WORLD LANGUAGE AND 1 YEAR OF FINE ARTS
- 1 SEMESTER OF HEALTH
- MUST DEMONSTRATE PROFICIENCY IN CURRENT TECHNOLOGY OR PASS A COURSE.
- MUST DEMONSTRATE PROFICIENCY IN PUBLIC SPEAKING OR PASS A COURSE.
- ADDITIONAL ELECTIVES

Check out our website

The Elk Grove Unified School District's website, www.egusd.k12.ca.us, offers information about the district, its schools, and programs, including plans for future schools, phone numbers of administrators, accountability report cards, and links for parents and students.

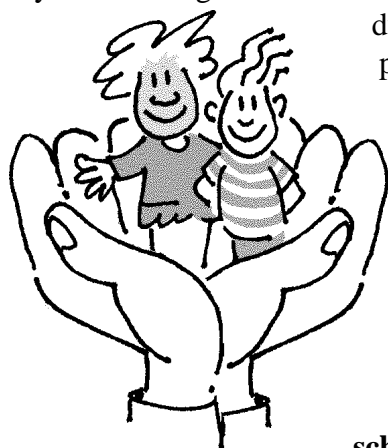
YOUR RIGHTS & RESPONSIBILITIES AS A PARENT

This handbook contains important information about laws related to public schools and your rights and responsibilities as a parent. As soon as you receive the handbook, please fill out the card at the back and return it to your child's school. Thank you!

Our Schools Are Safe

In the Elk Grove Unified School District, safety is always our first priority. One of the ways we ensure the safety of children is by maintaining strict standards of behavior in our Code of Con-

duct. Below we have listed some important information regarding school safety.



ZERO TOLERANCE POLICY
In order to protect all students, no school in the Elk Grove school district will tolerate a student causing physical injury to another person, bringing a weapon to school, or selling drugs. **Any of**

these actions will result in the student being expelled from the school district. Teachers and administrators work hard to inform students about these rules so that they can avoid violating them.

PARENT SURVEY

Every two years, the district surveys parents. The vast majority of parents who participated in surveys for the past 10 years have said they believe our schools are safe and orderly.

Honor Roll

- The number of students passing advanced placement classes is up 122 percent since 1990.
- 89% of district graduates enter college within three years.
- The district has some of the toughest graduation requirements in the state.
- In 1999 Laguna Creek High and Harriet Eddy Middle schools were honored as California Distinguished Schools. Ellen Feickert Elementary School was honored as a Blue Ribbon finalist.
- In the past 13 years, nine Elk Grove Unified teachers have been selected as Teacher of the Year for Sacramento County — Heidi Haugen in 1997, Joy Tharp Policar in 1996, Vicky Vigario in 1995, Thelma Jackson in 1994, Mark Vigario in 1993, Felicia Bessent in 1991, Jean Graf in 1990, Valerie Welch in 1988 and Marilyn Peters in 1987.
- Since 1987, eleven district schools have been honored as California Distinguished Schools and one, Valley High School, was named a National Center of Excellence.

FYI

Does Your Child Need a Textbook?

The Elk Grove Unified School District has worked hard to ensure that children have all the textbooks they need. If your child does not have a textbook in a class where one is needed, please call the school principal or call the district office at 686-7748.

Register Your Child!

If you have a child who will be enrolling for next year (2000-01), you may register him/her at any time during the current school year.

For kindergarten your child must be 5 years old on or before Dec. 2, 2000 in order to register for the 2000-01 school year.

Students are enrolled on a first-come, first-served basis. Once a school reaches its maximum capacity, all students registered after that point must be bused to another school.

Thanks For Not Smoking!

The Elk Grove Unified School District is **tobacco free**. All tobacco, including smoking, is prohibited at all times on district property. This includes outdoor areas. Thank you for your cooperation.

Parents Are Critical To Every Child's

- Visit your child's school. You are always welcome!
- Make sure your child gets enough sleep, eats breakfast every day, wears appropriate clothes, and arrives at school on time.
- Read to your child every day, or encourage your child to read independently.
- Insist that children treat school staff members with respect and obey school rules.
- Call a teacher or write a note when you have a question, a compliment, or a concern.
- Volunteer your time. Many volunteer tasks can be done at home.
- At the elementary level, attend parent-teacher conferences to discuss your child's progress and any potential problems.
- Carefully review your child's report cards, school newsletters, and other information from school.
- Participate in the PTA, PTSA, or parent club.
- Attend site council meetings at your child's school.



Parent Involvement is a District Priority

The district recognizes that parents are the most important educators in their children's lives. Studies have proven that children whose parents are involved in their education perform better in school than children whose parents are not. That is why we encourage parents to be active with their children at all grade levels— even high school when parent participation drops off dramatically.

We encourage parents to work with their school PTA/PTSA and volunteer in the classroom. But we also encourage parents to be active with their children's learning at home. Read to them regularly. Ask them about their day and listen. Enjoy dinner as a family. Parent involvement can easily be woven into even today's busy schedules. Par-

ents and guardians are always encouraged to visit their children's schools.

The district is developing several ways to assist parents as well. They include a parent preschool advisory group, parenting classes, creating a "parent university," linking parents to resources in the community, and reaching out to parents of preschool children.

We invite everyone to attend our third annual parent involvement seminar, "Connections 2000," on Saturday, Feb. 5, 2000, at one of our high schools. Fliers and registration forms will be available at the schools in late fall. The day will include a keynote speaker, break-out sessions of interest to parents of students of all ages, and lunch. For more information, call Sharon Baker, parent involvement coordinator, at 686-7797, ext. 7429.

Reviewing Instructional Materials

Elk Grove Unified School District engages in a very careful review process for all of our instructional materials, textbooks, and novels. Our review process is very important because we want to ensure that your children have the best possible instructional tools.

Your child's teacher should share information about classroom textbooks and pieces of literature with you. They should let you know in particular about any sensitive or potentially objectionable portions of the materials. This will allow you ample time to review the materials prior to their use.

If you are concerned or have questions about the books, please call your child's teacher, principal, or the Instructional Support Department at the Education Center. We would like to have the opportunity to discuss these concerns with you. If, after this discussion, your concerns have not been relieved, you have the right to request an alternative assignment or book.

If you have any further questions, please don't hesitate to call Instructional Support at 686-7748.

FYI

More Frequent Progress Reports

Did you know that you may ask for progress

reports on how your child is doing in school? Instead of waiting for quarter breaks, you can receive more frequent reports. We are here to help you help your child. If you are concerned about your child's progress, please call your principal.

Civic Values/Ethical Behavior

The Elk Grove Unified School District recognizes that the role of the parent/guardian is paramount in developing civic values and ethical behavior in their children. The district is committed to providing a strong instructional program to support and assist parents in helping students develop the civic values and ethical behaviors that will allow them to become responsible citizens, family members, and workers. In addition, the district actively promotes students at all grade levels performing community service.

A Civic Values and Ethics Education Action Team made up of a cross section of parents, students and community members and staff helped design our civic values and ethics education instruction program. This action team surveyed the community to identify what they see as the common core civic values and ethical behaviors they want taught in school. The top four values for the community are:

- **Honesty**
- **Respect**
- **Morality (understanding and doing what is right, legally and ethically)**
- **Responsibility**

Other qualities included in those top four are human dignity, empathy, justice, civility, courage and community (concern for the common good).

The committee is developing standards for what students should know and be able to do in relation to the civic values and ethics curriculum. These standards will be woven into the everyday lessons appropriate for each grade.

Respect and Civility in Schools

Because the Elk Grove Unified School District believes everyone — students and district employees— should be treated with respect, the Board of Education has adopted a Human Dignity/Civic Discourse Policy.

There is a great deal of diversity in the families we serve, and we strive to ensure that everyone feels welcome in our schools. This policy highlights our emphasis on civic values and ethics. We want our students to be good citizens as well as progressive thinkers, and this is part of that emphasis.

Human Dignity/Civic Discourse Policy

The Board of Education, recognizing that we are a multi-racial, multi-ethnic, multi-lingual school district, believes it is part of our mission to provide a positive, harmonious environment in which respect for the diverse makeup of the school community is promoted. Human dignity is reflected in attitudes and behaviors toward others and self. Human dignity is characterized through respect, sensitivity and care exhibited in the interaction of staff and students. A major aim of education in the Elk Grove Unified School District is the development of a reasoned commitment to the core values of a democratic society.

In accordance with this aim, the school district will not tolerate behavior by students, staff or visitors which insults, degrades or stereotypes any race, gender, disability, physical characteristics, ethnic group, sexual preference, age, national origin or religion.

Appropriate consequences for offending the Human Dignity Policy will be specified in the student code of conduct of each school or department. Staff members offending this policy will be disciplined in accordance with provisions of District policy and the appropriate employee master contract.

PSAT and SAT Help Prepare Students for College

The SAT is offered several times during the year at various locations in the area. Students are encouraged to take the Pre-SAT their sophomore year and the SAT in their junior year so they have their scores when applying for college in the first semester of their senior year.

Taking the SAT first as a junior also allows seniors to retake the SAT as a senior to improve their score before submitting their college application. Students may retake the test as often as they want to improve their scores. The district has received a grant to provide training students on how to take the SAT. Students who are interested should ask their high school counselor.

For information about deadlines to sign-up for the SAT and PSAT, where the tests will be given, costs, and scholarships, please call your high school counseling center. An excellent website on the SAT is www.collegeboard.org.

SAT I & II — Oct. 9, Nov. 6, Dec. 4, 1999. Jan. 22, April 8 (SAT I only), May 6, and June 3, 2000.

PSAT — Oct. 12, Oct. 16, 1999.

Safety Measure Requires Certain Volunteers to be Fingerprinted

To increase the safety of students, the Elk Grove Board of Education adopted a policy in 1997 to require volunteers who work unsupervised with students to be fingerprinted for a criminal background check. This is a small percent of the volunteers who are so critical to the operation of our schools.

Those who volunteer in their child's classroom or school office, for example, will not need to be fingerprinted.

Unsupervised volunteers who need to be fingerprinted include assistant coaches, mentors at businesses, and chaperones on field trips who will be alone with students.

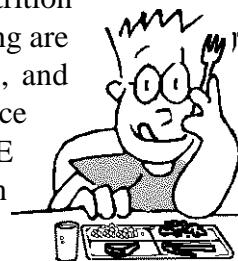
The fingerprint check by the Department of Justice looks for the same thing employees are checked — convictions of drug crimes, sexual crimes, or violent felonies.

Volunteers will not be charged to be fingerprinted. To make it as convenient as possible, fingerprinting is available at the Robert L. Trigg Education Center, 9510 Elk Grove-Florin Road, Elk Grove, from 8 a.m. to noon Mondays, Tuesdays, Thursdays, and Fridays, and from 1 to 4:30 p.m. Wednesdays. Schools often arrange to have fingerprinting at their sites during events like PTA meetings; check your school for details.

For more information, call 686-7797, ext. 7238 during the hours listed above.

Lunches Available at All District Schools

During the 1999-2000 school year, more than 4 million meals will be served to students and staff. The Food Service Department nutritionally analyzes school lunches to assure that they meet the nutritional needs of our students and the Dietary Guidelines for Americans. Nutrition education materials and training are provided to students, parents, and teachers from the Food Service Department through the SHAPE (Shaping Health As Partners in Education) program.



Lunch is available every school day at all district schools. Lunch and breakfast prices have not changed in seven years. The price for elementary lunches is \$1.35. Many elementary schools also offer breakfast for \$1. The middle and high school lunch price is \$1.55, breakfast prices ranges from \$1 to \$1.25, and ala carte options are available. Weekly and monthly meal tickets may be purchased in advance at each school.

Parents May Apply For Free Meals

Free lunches are available at all schools for students who qualify based on family income. Free breakfasts are also available at many schools.

A letter and application outlining the free meal program is distributed to all students each year as required by the federal government. A new application must be completed each year.

For more information regarding this program, call 686-7735.



1999-2000 School Calendar

More than two-thirds of the district's students in kindergarten through the eighth grade attend school on a year-round schedule, which means they take vacation breaks throughout the year rather than just one long vacation in the summer.

By keeping a large percentage of its students on a year-round schedule, the district qualifies for state school construction funds, which are critical to a growing district such as Elk Grove Unified. Year-round schools can accommodate up to 25 percent more students than schools on a traditional schedule.

JULY 12	SCHOOL STARTS FOR TRACKS B, C & D
AUGUST 9	SCHOOL STARTS FOR TRACK A
AUGUST 23	SCHOOL STARTS FOR TRADITIONAL SCHEDULE
SEPT. 6	LABOR DAY. <i>SCHOOLS CLOSED</i>
OCT. 1	REPORT CARDS FOR TRACK D
OCT. 8	EDUCATION SYMPOSIUM. <i>SCHOOLS CLOSED</i>
OCT. 22	REPORT CARDS FOR TRADITIONAL GRADES 7-12
OCT. 29	REPORT CARDS FOR TRACKS A, B & C
NOV. 11	VETERANS DAY. <i>SCHOOLS CLOSED</i>
NOV. 19	REPORT CARDS FOR TRADITIONAL GRADES K-6
NOV. 24-26	THANKSGIVING HOLIDAY
DEC. 20-31	WINTER BREAK FOR TRADITIONAL SCHEDULES
DEC. 22-31	WINTER BREAK FOR YEAR-ROUND SCHEDULES
JAN. 17	MARTIN LUTHER KING'S DAY. <i>SCHOOLS CLOSED</i>
JAN. 21	REPORT CARDS FOR TRADITIONAL GRADES 7-12
JAN. 28	REPORT CARDS FOR TRACK D
FEB. 5	PARENT SATURDAY SEMINAR. <i>"CONNECTIONS 2000"</i>
FEB. 14	LINCOLN'S BIRTHDAY. <i>SCHOOLS CLOSED</i>
FEB. 21	WASHINGTON'S BIRTHDAY. <i>SCHOOLS CLOSED</i>
FEB. 29	REPORT CARDS FOR TRACKS A, B & C
MARCH 3	REPORT CARDS FOR TRADITIONAL GRADES K-6
MARCH 24	REPORT CARDS FOR TRADITIONAL GRADES 7-12
APRIL 17-21	SPRING BREAK. <i>TRADITIONAL SCHEDULES ONLY</i>
MAY 29	MEMORIAL DAY. <i>SCHOOLS CLOSED</i>
JUNE 1	LAST DAY OF SCHOOL, REPORT CARDS FOR TRACK D
JUNE 2	LAST DAY OF SCHOOL, REPORT CARDS FOR TRADITIONAL SCHEDULES
JUNE 29	LAST DAY OF SCHOOL, REPORT CARDS FOR TRACKS A, B & C

FYI

Important Information For Parents

ACCOUNTABILITY REPORT CARDS

Detailed information about each school's academic performance, funding, special programs, and more is available in an annual publication called the Accountability Report Card. Copies are sent home in the summer and are available at your child's school.

SCHOOL HANDBOOKS

Every school produces its own handbook for parents and students.

ACADEMIC EXPECTATIONS

The school district has produced guides for parents outlining what children should be learning in each grade. These will be available at Back-to-School nights.

HOME-SCHOOL NEWSLETTERS

Every school produces a regular home-school newsletter containing information about student activities, school policies, upcoming events, and more.

CODE OF CONDUCT

This handbook outlines the district's high standards for student behavior, as well as the consequences students can expect if they break school rules. Copies are mailed to all families with the Parent Handbook.

READING & WRITING TIPS

Outstanding booklets outlining everyday ways parents can help their children become better readers and writers are available at all district schools. The booklets were written by district teachers.

REPORT CARDS

Report cards in elementary grades are given to parents during parent teacher conferences, or are sent home with the student for parents unable to attend the conferences. Report cards of high school and middle school students are mailed home. Any parent wanting special arrangements for receiving report cards is encouraged to call the school.

HATS

Some schools have adopted dress codes that prohibit students from wearing hats at school. If a student needs to wear a hat for health-related reasons, they may do so if the parent submits a written note from a doctor saying the student needs to wear a hat for medical reasons.

FOGGY DAY POLICY

Under current law, the California Highway Patrol will not allow a school bus to pick up students when visibility is limited and the bus cannot completely pull off the road. To comply with this law, the Elk Grove Unified School District Board of Education adopted the following policy, which may result in the delay, or, in rare cases, the cancellation of school buses.

On foggy mornings, parents are advised to listen to the following radio stations for bulletins regarding bus delays: KRAK 1140 AM, KXOA 93.7/Arrow FM, KFBK 1530 AM, KYMX 96.1 FM, KRXQ 98.5 Rock, KSFM 102 FM, and New Country 105.1 FM (KNCI).

These stations have agreed to broadcast bulletins whenever heavy fog affects all or most of the district's bus routes. If only part of the district is affected, however, the stations will not broadcast the information. If the information is not broadcast prior to the student leaving home, he/she should not stand at the bus stop longer than 30 minutes beyond the usual bus arrival time. If information is not available on the radio, call the school district's Transportation Department at 686-7733, pressing "1" for inclement weather information. The department has a limited number of phone lines, so it may be necessary to call more than once.

The district appreciates the cooperation and patience of our parents in dealing with this difficult situation.

FLOODING POLICY

During the winter, parts of the 320 square miles of the EGUSD have been known to flood, causing road closures and detours. This can delay and re-route buses. If the road leading to or from your bus stop has been closed to through traffic, school buses cannot pass either. We do not permit buses to violate road closures. If the road is closed, please get your child to the next available bus stop or to school, if possible.

If there are known road closures, we will include this information on our telephone voice mail system. You can listen to messages regarding buses and their schedules by calling 686-7733; press "1" for inclement weather/ bus route changes. School closures will be announced on the above radio stations and local morning news on television.

DOES YOUR CHILD RIDE A BUS TO SCHOOL?

During the 1999-2000 school year, more than 8,700 students will be bused to school each day. The vast majority of these students will be bused because they live a long distance from the nearest school. Some students will be bused because the schools in their neighborhoods are full.



District school bus drivers have an excellent safety record in spite of traveling more than 2 million miles each year.

During the 1999-2000 school year, students must reside farther than the following distances to qualify for bus transportation.

Kindergarten	.75 miles
Grades 1-3	1 mile
Grades 4-6	1.25 miles
Grades 7-8	2 miles
Grades 9-12	3 miles

Because walking distances are determined by the funding available for transportation, they are subject to change.

The State Legislature does not pay the full cost of transporting students by bus. In 1998-99, for example, the district spent more than \$6.5 million to operate its school buses, but state reimbursements and district contributions combined for just over \$3.5 million for this purpose. The district subsidized the state's transportation funding with more than \$3 million from the district's day-to-day operating budget.

FIELD TRIPS

Educational field trips are taken in connection with school related social, educational, cultural, athletic, or school music activities. Field trips may enrich the instructional approved curriculum and/or course of study, but they are not required in order to complete the course.

Student behavioral expectations may be used as an incentive for field trips and a reward for positive behavior. As such, a student's behavior may be a factor in deciding if the student participates on a field trip, including completing school/teacher developed contracts, homework assignments, and student expectations set by school staff in compliance with the Education Code.

Parents will be notified of alternative classroom placements before the field trip if the student failed to meet the behavioral expectations necessary to participate.

Have you taught your child how to get home from the bus stop?

As an important part of your children's learning, they need to be familiar with the surroundings of their bus stop and the route to walk home.

Remind your children that any time they have doubts or questions, they can ask their bus driver for assistance. Drivers can call the dispatch office if they need more information.

All students should know their full name, address (and daycare address), and telephone number.

In order to help provide a timely service for all students on the bus, Elk Grove Unified buses drops all students, including kindergarten students, at their bus stop, even if an adult is not present to meet them. It is always a good practice to meet your child's bus, but children should know how to get home, or to daycare, on their own for those times when parents may not be able to meet them.

If, at any time, a child is frightened or does not want to



get off the bus at his designated stop, the driver will either radio dispatch to call the child's home and request assistance, or return the child to his school and leave the child with office staff, who will notify the parents that they must pick up their child.

Community Service

The Elk Grove Unified School District encourages community service by all of its students to learn the importance of giving back to their community. Projects are designed to be appropriate to the child's age and reinforce regular instruction. Laguna Creek High, Sheldon High, Harriet Eddy Middle, and T.R. Smedberg Middle schools have community service as an enrollment requirement, and it may become a graduation requirement in the future.

FYI

Child Custody

Schools in the Elk Grove Unified School District follow child custody decisions made by the courts. Principals cannot modify a judge's ruling regarding the custody of a child. If a child custody arrangement has changed, a parent or guardian must provide legal documents to the school stating this.

Thank you for your cooperation.

Protect Your Child's Hearing



The incidents nationwide of children afflicted with noise-induced hearing loss have risen dramatically over the past few years. Although there is no cure, hearing loss is preventable.

Research shows that noise-induced hearing loss has progressively increased among school age children — most children have been exposed to enough loud volume by second grade to have affected their hearing. Hearing loss caused by excessive noise not only hinders a child's ability to learn, but it also impacts normal language development.

Hearing loss can be prevented through awareness and parents setting a good example. Some easy steps to prevent hearing loss include turning down the volume of the television or radio, walking away from loud noise, not wearing headphones, and using hearing protection, such as ear plugs or ear muffs.

Standards Based Promotion

Several years ago the Board of Education for the Elk Grove Unified School District adopted standards and benchmarks, which spell out what skills students need to learn at each grade level for mathematics and language arts. The district recently updated them to match the new — and rigorous — state standards. Standards help teachers prepare lesson plans, and they provide guidelines for teachers and parents to see if their children are learning the required skills.

The standards are important to our classroom lessons, and they play a critical role in our Standards Based Promotion Policy (Board Policy 5123). Recent state law required districts to adopt a policy to identify students and to develop intervention measures outside the normal classroom day for students who either are at risk of retention or who have been retained.

The strongest deterrent to students being at risk of retention is caring teachers and quality instruction in every classroom, and the district makes every effort to ensure that for all students.

Students who reach these standards are promoted to the next grade level or, in the case of high school, pass their course. Students who substantially exceed grade level expectations, and who demonstrate social and emotional readiness, may be accelerated to the next grade level.

Some students, however, may be identified as being at risk of retention. This is based on teacher evaluations against the district's standards, grades, test scores from the Standardized Testing and Reporting (STAR) Program, attendance, and other academic indicators.

A student's proficiency in reading will serve as the prime factor for identifying

students for retention in first, second, and third grade. For students in fourth through eighth grade, identification will be based primarily on proficiency in reading, English language arts, and mathematics.



Students who are at risk of retention or should be retained will be identified as early in the academic year as practicable, and their parents

will be notified.

When a student is identified as being at risk of retention or recommended for retention, the district will provide opportunities for remedial instruction to assist the student in overcoming the academic deficiencies. Programs, with priority given to those who are being retained, can include tutorial programs,

after-school programs, summer school, intersession, Saturday school, and a student study team. The Elk Grove Board of Education, in its policy on retention, urges in the strongest terms possible that **parents whose child is placed in remedial programs need to make sure their child attends.**

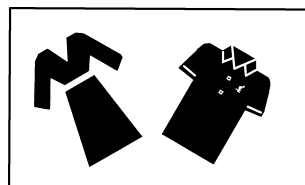
Students who are identified as performing below the minimum standard for grade level promotion **will** be retained unless the teacher determines in writing that retention is not in the best interest of the child. The teacher can recommend promotion contingent on the student attending summer school or interim session, and the student's progress will be assessed at the end of the remedial program.

Parents should speak to their child's principal if they have further questions regarding promotion or retention.

School Uniforms

According to board policy, schools may adopt a uniform policy if the vast majority of parents at that school support it. Parents often like school uniforms because they make it easier to dress children in the morning and they set a more academic tone at school.

Navy blue and white serve as base uniform colors at all schools that have adopted a uniform policy. With parent input, schools may also adopt a third color. Schools that adopt the policy also set up closets to recycle clothes and assist families in financial need. School uniforms were first introduced in the Elk Grove Unified School District three years ago at one elementary school. Their popularity has grown over the years and this



year 18 elementary schools and two middle schools now have a uniform policy.

Those schools are Maeola R. Beitzel, Arthur Butler, Elitha Donner, John Ehrhardt, Ellen Feickert, Florin, Foulks Ranch, Isabelle Jackson, Samuel Kennedy, Anna Kirchgater, Herman Leimbach, Charles Mack, James McKee, Barbara Comstock Morse, Prairie, Sierra Enterprise, Joseph Sims, and Mary Tsukamoto elementary schools, and Samuel Jackman and James Rutter middle schools.

Under the board's policy, parents are encouraged to work with the principal at their local school on uniforms.



Your Legal Rights and Responsibilities as the Parent of a Child in California's Public Schools



California state law governs the basic operation of public schools, and the Legislature regularly passes new laws affecting the quality and availability of education, as well as laws mandating that local school districts undertake new responsibilities.

These laws often require that the school district adequately inform parents of the opportunities and protections to which they are entitled. Elk Grove Unified complies with this by mailing the *Parent Handbook* to parents and guardians at the beginning of each school year and by issuing the same publication to new families as they enter the district during the year.

The following is a summary of state law provisions with which all parents should be familiar. In most cases, the laws have been summarized, and the precise code number has been provided should parents require more detailed information. "E.C." stands for "Education Code," which is the area of state law that affects education most directly.

Notification of Rights: School boards must notify parents and guardians of their rights to service and programs offered by public schools. Parents must sign a notification form and return it to school acknowledging they have been informed of their rights. The signature does not indicate that consent to participate in any particular program has either been given or withheld (E.C. 48980).

SCHOOL RECORDS & PRIVACY

Access To Records: Under the Family Educational Rights and Privacy Act (FERPA), full access to all personally identifiable written records maintained by the school district must be granted to:

1. Parents of students age 17 and younger.
2. Parents of students age 18 and older if the student is a dependent for tax purposes.
3. Students age 16 and older or students who are enrolled in an institution of post-secondary instruction. FERPA grants parents and eligible students certain rights with respect to the student's educational records. They are:

(1) The right to inspect and review the student's education records within 45 days of the day the District receives a request for access. However, California law permits access within five days of the request. Parents and eligible students may

review individual records by making a request to the principal. The principal will make arrangements for access and notify the parent or student of the time and place where the records may be inspected. The principal will see that explanations and interpretations are provided if requested.

(2) The right to request the amendment of the student's education records that the parent or eligible student believes are inaccurate or misleading. Parents or eligible students may ask the Elk Grove Unified School District to amend a record they believe is inaccurate or misleading. They should write the school principal, clearly identify the part of the record they want changed, and specify why it is inaccurate or misleading. If the District decides not to amend the record as requested by the parent or eligible student, the District will notify the parent or eligible student of the decision and advise them of their right to a hearing regarding the request for amendment. Additional information regarding the hearing procedures will be provided to the parent or eligible student when notified of the right to a hearing. In addition, parents or eligible students may receive a copy of any information in the records at a reasonable cost per page. District policies and procedures relating to the types of records, types of information retained, persons responsible for records, directory information, access by other persons, review, and the challenge of records are available through the principal in each school.

(3) The right to consent to disclosures of personally identifiable information contained in the student's education records, except to the extent that FERPA authorizes disclosure without consent.

One exception which permits disclosure without consent is disclosure to school officials with legitimate educational interest. A school official is a person employed by the District as an administrator, supervisor, instructor, or support staff member (including health or medical staff and law enforcement unit personnel); a person serving on the School Board; a person or company with whom the District has contracted to perform a special task (like an attorney, auditor, medical consultant, or therapist); or a parent or student serving on an official committee, such as a disciplinary or grievance committee, or assisting another school official in performing his or her tasks. A school official has a legitimate educational interest if the official needs to review an educa-

tion record in order to fulfill his or her professional responsibility.

When a student moves to a new district, records will be forwarded upon request of the new school district. At the time of the transfer, the parent or eligible student may review, receive a copy (at a reasonable fee), or challenge the records.

(4) The right to file a complaint with the U.S. Department of Education concerning alleged failures by the District to comply with the requirements of FERPA. The name and address of the office that administers FERPA is: Family Policy Compliance Office, U.S. Department of Education, 600 Independence Avenue, S.W. Washington, D.C., 20202-4605. A copy of the new FERPA regulations may be obtained by FAX from NSBA by calling 1-800-809-COSA, choosing option 1, and requesting document #865.

Privacy: The district makes student directory information available in accordance with state and federal laws. This means that each student's name, birthdate, birthplace, address, telephone number, major course of study, participation in school activities, dates of attendance, awards, and previous school attendance may be released to specified agencies. In addition, height and weight of athletes will be provided to any agency except private, profit-making organizations other than employers, potential employers, news media and branches of the armed forces of the United States. Names and addresses of seniors or terminating students may be given to public or private schools or colleges. Upon written request from the parent of a student age 17 or younger, the school will withhold directory information about the student. If the student is 18 or older or enrolled in an institution of post-secondary instruction and makes a written request to deny access to directory information, the request will be honored. Written notices requesting the withholding of directory information should be sent to the student's school. Parents who wish to withhold directory information for more than one child must send a separate written request to each child's school. Requests must be submitted within 30 calendar days of the receipt of this notification.

SPECIAL EDUCATION & SERVICES (continued on next page)

Your Legal Rights and Responsibilities as the Parent of a Child in California's Public Schools

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Special Programs: California law requires school districts to make special programs available to all pupils with exceptional needs who are eligible for services. If facilities or services are not available or cannot be reasonably provided, the district may arrange for a neighboring district to provide the special program. If a pupil is physically handicapped, mentally retarded, developmentally delayed, multiply handicapped, or has other exceptional needs, and the district cannot provide a program, it must make available a free and appropriate education in a public or private nonsectarian school or agency that offers the necessary special education facilities and services and meets certain education requirements. Transportation is included in the program responsibility for the school district. **(Note: If a student is eligible for special education services, a signed acknowledgment that the parent has been advised of rights is required.)** In addition, a pupil with a mental or physical impairment which substantially limits learning may be entitled to reasonable accommodations in his/her school program.

Services to Temporarily

Disabled Students: If a student is disabled and receiving medical or health care, that student is entitled to special instruction provided by the school district in which the medical or health facility is located. Parents should notify the office of the superintendent of the district in which the facility is located to arrange for the provision of instruction. Individual instruction is also available for temporarily disabled students (E.C. sections 48206.3, 48207, 48208).

HEALTH

Immunizations: No child may be admitted to schools in the district unless the child has been fully immunized prior to admission against poliomyelitis (polio), rubeola (measles), rubella (German measles), mumps (not required for pupils age 7 and older), diphtheria, pertussis (whooping cough), tetanus, and Hepatitis B as required in state mandated grades. Acceptable evidence of immunization is a certificate signed by the physician or agency which administered the immunization (E.C. 46010.5 and 49403).

First Grade

Physical Examinations: All students entering first grade must provide written evidence of a physical examination that was completed no earlier than 18 months prior to entering first grade. (Health and Safety Code 124085; 124100; 124105).

Vision Testing: Evaluation of vision, including tests for visual acuity and color vision by the school nurse or teacher, if authorized, shall be conducted upon first enrollment and at least every third year thereafter (E.C. 49450-49457).

Hearing Testing: Evaluation of hearing in the speech frequencies by the school nurse or a hearing service contractor, if authorized, shall be conducted upon first enrollment and at least every third year thereafter (E.C. 49451-49454, 44879).

Scoliosis Screening: Evaluation of spinal curvature by the school nurse, physician, or qualified certificated personnel shall be conducted for 7th grade girls and 8th grade boys (E.C. 49452.5).

Exemption From

Physical Examination: A child may be exempt from physical examination whenever the parents file a written statement with the school principal stating that they will not consent to routine physical examination of their child. Whenever there is good reason to believe the child is suffering from a recognized contagious or infectious disease, the child will be excluded from school attendance (E.C. 49451).

Medical Insurance: While the district does not provide medical insurance for student injuries, voluntary low cost medical insurance is available to cover medical or hospital services arising from injuries to students. No student shall be compelled to accept such insurance without his or her consent, or, if the student is a minor, without the consent of the parent or guardian (E.C. 49472).

Emergency Medical Care: All students must have an emergency information card filled out and signed by the parent or guardian at the beginning of each school year. This card delineates what care the parent desires for their child in the event of an emergency, along with noting the current medical and emergency information (E.C. 49408).

Medication: The parent or legal guardian of any public school pupil on a continuing medication regimen for a non-episodic condition shall inform the school nurse or other designated certificated school employee of the medication being taken, the current dosage, and the name of the supervising physician. **(This must be renewed every year — or more frequently if there are changes.)** With the consent of the parent or legal guardian of the pupil, the school nurse may communicate with the physician and may counsel school personnel regarding the possible effects of the drug on the child's physi-

cal, intellectual and social behavior as well as possible behavior signs and symptoms of adverse side effects, omission or overdose (E.C. 49480).

Assistance With Medication: Any student who must take prescribed medication at school must obtain a written statement of instructions from the physician and a written parental request for assistance in administering the physician's instructions (E.C. 49423). Every school has forms available for this purpose. Forms can also be obtained from the district's Health Services Department. **(This form must be renewed every year — or more frequently if there are changes.)**

Confidential

Medical Services: A student may be excused from school in order to obtain confidential medical services without the consent of the student's parent or guardian (E.C. 46010.1).

FAMILY LIFE

Sex Education: Parents must be notified in writing prior to any instruction or class in which human reproductive organs and their function or processes are described, illustrated or discussed. Materials to be used may be reviewed by parents prior to instruction (E.C. 51550).

Excused From

Sex Education: Whenever any part of the instruction in health, family life or sex education conflicts with religious training and beliefs or personal moral convictions of the parent or guardian, the student shall be excused from that part of the instruction upon written parental request (E.C. 51240).

Sexually Transmitted Disease Education: If instruction regarding sexually transmitted diseases is part of any class, the parent or guardian of each pupil to be enrolled shall be notified in writing of the instructional program. The notice also shall advise parents or guardians of their right to inspect the instructional materials to be used in such a class and of their right to request that their child not attend any such class (E.C. 51820).

ENROLLMENT OPTIONS/ATTENDANCE

Enrollment Options: The Elk Grove Unified School District offers parents a number of enrollment options, most of which are outlined in this handbook. These options include an Open Enrollment Program. The registration period for the Open Enrollment Program will take place in January of 2000 (E.C. 48980).

(continued on next page)

Your Legal Rights and Responsibilities as the Parent of a Child in California's Public Schools

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Alternative Schools: California state law authorizes all school districts to provide for alternative schools. Section 58500 of the Education Code defines alternative school as a school or separate class group within a school which is designed to:

1. Maximize the opportunity for students to develop the positive values of self-reliance, initiative, kindness, spontaneity, resourcefulness, courage, creativity, responsibility and joy.
2. Recognize that the best learning takes place when students learn because of their desire to learn.
3. Maintain a learning situation maximizing student self-motivation and encouraging students, in their own time, to follow their own interests. These interests may result in whole or in part from a presentation by teachers of choices in learning projects.
4. Maximize the opportunity for teachers, parents and students to cooperatively develop the learning process and its subject matter. This opportunity shall be a continuous, permanent process.
5. Maximize the opportunity for the students, teachers and parents to continuously react to the changing world, including but not limited to the community in which the school is located.

In the event any parent, pupil or teacher is interested in further information concerning alternative schools, the county superintendent of schools, the administrative office of this district, and the principal's office have copies of the law available for your information. This law particularly authorizes interested persons to request the governing board of the district to establish alternative school programs in each district (E.C. 58501).

Excused Absences: Notwithstanding section 48200, a pupil shall be excused from school when the absences is:

1. Due to his or her illness.
2. Due to quarantine under the direction of a county or city health officer.
3. For the purpose of having medical, dental, optometrical, or chiropractic services rendered.
4. For the purpose of attending a funeral service of a member of his or her immediate family, so long as the absence is not more than one day if the service is conducted in California, and not more than three days if the service is conducted outside of California.
5. For the purpose of jury duty in the manner provided for by law.
6. Due to the illness or medical appointment during school hours of a child of whom the pupil is the custodial parent.
7. For justifiable personal reasons, including but not limited to, an appearance in court, at-

tendance at a funeral service, observance of a holiday or ceremony of his or her religion, attendance at religious retreats, or attendance at an employment conference, when the pupil's absence has been requested in writing by the parent or guardian and approved by the principal or a designated representative pursuant to uniform standards established by the governing board.

A pupil absent from school under this section shall be allowed to complete all assignments and tests during the absence that can be reasonably provided and, upon satisfactory completion within a reasonable time, shall be given full credit therefor. As the teacher of any class from which a pupil is absent shall determine the tests and assignments shall be reasonably equivalent to, but not necessarily identical to, the tests and assignments that the pupil missed during the absence.

For purposes of this section, attendance at religious retreats shall not exceed four hours per semester.

Absences pursuant to this section are deemed to be absences in computing average daily attendance and shall not generate state apportionment payments.

"Immediate family," as used in this section, has the same meaning set forth in Section 45194, except that references therein to "employee" shall be deemed to be references to "pupil."

Permissive Absence: Permissive absence may be granted for religious exercises or instruction approved by the school board or for valid personal reasons, such as a court appearance (E.C. 46014 and 48205).

No student may have his or her grade reduced or lose academic credit for any absence or absences excused pursuant to section 48205 when missed assignments and tests than can reasonably be provided are satisfactorily completed within a reasonable period of time (E.C. 48980 (f)).

Parental Employment: An elementary child may enroll in the school district in which a parent's job is located, regardless of where the child lives, if the district approves (E.C. 48204 (f)).

Truancy: Upon a pupil's initial classification as a truant (absent from school without valid excuse for more than 3 days or tardy in excess of 30 minutes on each of more than three days in one school year), the school district shall notify the pupil's parent or guardian by first class mail or other reasonable means of the following:

1. That the pupil is truant.
2. That the parent or guardian is obligated to compel the attendance of the pupil at school.
3. That parents or guardians who fail to meet this obligation may be guilty of an infraction and subject to prosecution (E.C. 48260.5).

The District also shall inform parents of:

1. Alternative educational programs available in the District.
2. The right to meet with appropriate school personnel to discuss solutions to the pupil's truancy.
3. That the pupil may be subject to prosecution under Education Code section 48264.
4. That the pupil may be subject to suspension, restriction, or delay of the pupil's driving privilege pursuant to section 13202.7 of the Vehicle Code.
5. That it is recommended that the parent or guardian accompany the pupil to school and attend classes with the pupil for one day. The District also conducts "knock and talks" during the year for habitually truant students where district officials and members of outside agencies visit students' homes during the day to talk to parents about the importance of children regularly attending school.

NONDISCRIMINATION

The Elk Grove Unified School District does not discriminate on the basis of race, color, national origin, gender, disability, age, marital status, or religion in any of its policies, practices, or procedures. The District's Nondiscrimination Policy complies with the requirements of Titles VI and VII of the Civil Rights Act of 1964, Title IX of the Educational Amendments of 1972, Section 504 of the Rehabilitation Act of 1973, The Individuals With Disabilities Education Act of 1990, and other federal and state laws.

Coverage applies to admission to, and treatment and employment in, District programs and activities, including vocational education. The lack of English language skills will not be a barrier to admission and participation in vocational education or any other District program (vocational program offerings include agriculture, business, industrial technology, and family and consumer education).

Students, parents, guardians, or any other individuals having questions or concerns regarding the Elk Grove Unified School District's Nondiscrimination Policy or who wish to file a discrimination complaint should contact the assistant superintendent of human resources at 686-7795 (E.C. 260).

SEX DISCRIMINATION/HARASSMENT

Sex Discrimination: The district has a policy of nondiscrimination on the basis of sex. For more information on this policy, contact the assistant superintendent of human resources at 686-7795 (Title IX, Federal Regulation).

(continued on next page)

Your Legal Rights and Responsibilities as the Parent of a Child in California's Public Schools

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Sexual Harassment: The Governing Board prohibits sexual harassment of or by any student by anyone in or from the district.

Teachers should discuss this policy with their students in age-appropriate ways and should assure them that they need not endure any form of sexual harassment.

Any student who engaged in sexual harassment of anyone in or from the district may be subject to disciplinary action up to and including expulsion. Any employee who permits or engages in sexual harassment may be subject to disciplinary action up to and including dismissal.

The board expects students and staff to immediately report incidents of sexual harassment to the principal or designee or to another district administrator.

Any student who feels that he/she is being discriminated against or harassed should immediately contact the principal or designee. If the situation is not promptly remedied by the principal or designee, a complaint can be filed in accordance with BP/AR 1312.3 or any other policy as appropriate. The Superintendent or designee shall determine which complaint procedure is appropriate when multiple complaint policies are applicable. Written complaint policies are available at all school sites and at the Education Center.

The District prohibits retaliatory behavior against any complainant or any participant in the complaint process. Each complaint of sexual harassment shall be promptly investigated in a way that respects the privacy of all parties concerned.

Prohibited sexual harassment includes, but is not limited to, unwelcome sexual advances, requests for sexual favors, and other verbal, visual, or physical conduct of a sexual nature when: (E.C. 212.5)

1. Submission to the conduct is explicitly or implicitly made a term or condition of an individual's employment, academic status, or progress.
2. Submission to or rejection of the conduct by an individual is used as the basis for academic or employment decisions affecting the individual.
3. The conduct has the purpose or effect of having a negative impact on the individual's academic or work performance, or of creating an intimidating, hostile, or offensive educational or work environment.
4. Submission to or rejection of the conduct by the individual is used as the basis for any deci-

sion affecting the individual regarding benefits and services, honors, programs, or activities at or through the school.

Other types of conduct which are prohibited in the district and which may constitute sexual harassment include:

1. Unwelcome leering, sexual flirtations, or propositions.
 2. Unwelcome sexual slurs, epithets, threats, verbal abuse, derogatory comments, or sexually degrading descriptions.
 3. Graphic verbal comments about an individual's body, or overly personal conversation.
 4. Sexual jokes, stories, drawings, pictures, or gestures.
 5. Spreading sexual rumors.
 6. Teasing or sexual remarks about students.
 7. Touching an individual's body or clothes in a sexual way.
 8. Cornering or blocking normal movements for sexual purposes.
 9. Displaying sexually suggestive objects in the educational or work environment.
 10. Any act of retaliation against an individual who reports a violation of the district's sexual harassment policy or who participates in the investigation of a sexual harassment complaint.
- A copy of the district's policy on harassment shall:

1. Be included in the notifications that are sent to parents/guardians at the beginning of each school year (E.C. 48980).

The principal or designee shall take appropriate actions to reinforce the District's sexual harassment policy. These actions may include:

1. Removing vulgar or offending graffiti.
2. Providing staff inservice and student instruction or counseling.
3. Taking appropriate disciplinary action as needed.

OTHER RIGHTS

Career Counseling: During the school year, career counseling will be provided to students grades 7-12. If parents wish to participate in the counseling, they should contact the student's counselor and request to be notified of the date, time and place of a counseling session (E.C. 40).

Animal-Related

Assignments: Students who object to class assignments involving animals, such as the dissection of frogs, may complete alternate assignments (E.C. 32255).

Discipline Policy: Information outlining the district's discipline policy is available from your child's school (E.C. 35291).

Corporal Punishment: Corporal punishment is no longer permitted under any circumstances in California's public schools.

Distribution of materials at schools:

Parents and members of the community, by board policy, must obtain prior approval from the assistant superintendent of elementary education or the assistant superintendent of secondary education before distributing any printed material at a school. Anyone who distributes materials without prior approval will be asked to stop until the appropriate approval is received (Board Policy 1325).

Internet Policy

All students who use the Internet at school must complete the "Application for Education use of the Internet" each year. The policy details what is expected of anyone using the Internet, either e-mail or designing a webpage.

The guidelines include:

- Use of the Internet is a privilege.
- Those under 18 may not reveal their last names, addresses, or phone numbers.
- Parent's permission is required before children's pictures can be placed on the network.
- The user acknowledges that e-mail has no guarantee of privacy. Messages related to or supporting illegal activities will be reported to authorities, and messages are subject to the same restrictions as a school newspaper.
- Transmission or reception of copyrighted material; material protected by trade secret; product advertisement or political lobbying; material that is obscene, libelous, slanderous, gang-related, incites students and/or staff to create a clear and present danger by promoting unlawful acts on school grounds, violation of school regulations, or disrupts orderly operation of school are prohibited and will result in termination of the user's Internet privileges.
- Acts of vandalism, such as uploading or downloading computer viruses, will cause the user's Internet privileges to be canceled.

For full details of the Internet policy, check with your child's school.

OUR MISSION

DEVELOP in all students confidence in their ability to fulfill their unique potential, intellectually, physically and emotionally.

EDUCATE students to be effective thinkers and learners now and for the future.

TEACH students about our diverse culture and develop in them a respect for and appreciation of that culture.

PREPARE students with the skills and knowledge to become ethical and responsible citizens, family members and workers.

OUR GOALS

ALL students will improve their reading skills and comprehension through a balanced, comprehensive program.

ALL students will improve their skills and conceptual understanding in math and science and achieve world-class standards.

ALL students will participate as ethical and responsible citizens in a diverse community that supports its schools.

ALL parents will actively participate in their children's education.

ALL schools will be safe, well maintained and equipped with up-to-date technology.

THE ELK GROVE UNIFIED SCHOOL DISTRICT *Board of Education*

The Board of Education consists of seven members who are elected to four-year terms by a districtwide vote. Each board member lives in a different part of the district. The Board of Education is responsible for setting district policy and approving the district's annual budget.

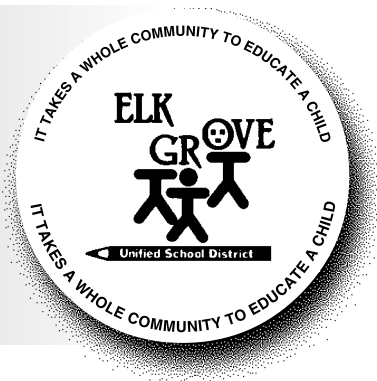
SUSAN L. ARONSON
JEANETTE J. BILLINGSLEY
PRISCILLA S. COX
EDWARD HARRIS, JR.
GREGORY N. JONES
WILLIAM H. LUGG, JR.
BRIAN D. MYERS

The board and district staff work hard to ensure that the district mission outlined on this page is fulfilled in all classrooms. The public is welcome to attend board meetings the first and third Monday of each month at 8 p.m. The schedule can vary during the summer and holidays. Meetings are held at the Robert L. Trigg Education Center, 9510 Elk Grove-Florin Road, Elk Grove. For more information call 686-7700.

CODE OF Conduct

1999-2000

Elk Grove
Unified
School
District



Dear Parents and Students,

The safety and security of our students is a top priority in the Elk Grove Unified School District. Enforcing the district's strict, but reasonable behavior guidelines, is a key element in helping us to maintain a safe learning environment for *all* students.

The behavior expectations and guidelines are covered in this booklet, the "Code of Conduct." This booklet also describes the responsibilities and rights of students, families, and schools.

It is important to understand that certain types of behavior will not be tolerated in our schools. The district's elected Board of Education adopted a "zero tolerance" policy more than 20 years ago toward acts of violence, the sale of drugs, and possession of weapons on a district campus. Any student found committing one of these acts will automatically face expulsion proceedings.

While the vast majority of our students never break the rules, every student and parent should know what types of behavior are not acceptable. I encourage parents to read this booklet with the entire family.

If you have any questions about the code, please do not hesitate to contact your child's teachers, principal, or counselor. Together, we can continue to provide our children with a safe and secure learning environment.

David W. Gordon
Superintendent

RESPONSIBILITIES

Parents and the Family

Every member of the school community shares the responsibility for maintaining a safe and productive environment at your child's school. You, as a parent or guardian of a child in our school, share in this responsibility when you:

- **ACCEPT** the rights and authority of the school and the Board of Education to maintain standards of behavior for all students.
- **UNDERSTAND** the rules. Please review the district's Parent Handbook and this Code of Conduct with your family.
- **GET** your students to school on time every day. Punctuality and good attendance are family responsibilities. Children rely on their parents to make certain they arrive at school on time and ready to learn.
- **PROVIDE** the study materials your children need. Public schools do not provide all materials that children use. Basics, such as paper and pencils, are usually the responsibility of families. If you are uncertain what may be necessary, contact your children's teachers.
- **PROVIDE** a suitable time and place for study at home. Parents have a great influence on the study habits of their children.
- **KEEP** track of your child's academic achievement. Children learn more when somebody monitors their progress.

As a parent or guardian, you have a right to:

- **INFORMATION** about your child's achievement, behavior in school, and attendance.
- **A SAFE** environment that is nonthreatening and allows your children to achieve as much as they can.
- **INFORMATION** about all school rules, regulations, and expectations.

RESPONSIBILITIES

The Students

Every student shares the responsibility for maintaining a safe and productive environment at school. You make an important contribution to your school when you:

- **RESPECT** the authority of teachers, principals, and all school staff members.
- **COMPLY** with the standards of conduct of your school and the Elk Grove Unified School District.
- **FOLLOW** the rules of the classroom and your school.
- **ATTEND** school every day.
- **ARRIVE** at class on time and are prepared to work.
- **BRING** necessary books and materials.
- **PAY** attention in class.
- **COMPLETE** class work and homework on time.
- **KEEP** track of your own progress.

As a student, you have a right to:

A SAFE LEARNING ENVIRONMENT. Both the U.S. Constitution and California state law protect this right. “All students and staff of public elementary, middle, and senior high schools have the inalienable right to attend campuses which are safe, secure, and peaceful.” If you feel your school is not providing a safe environment, please discuss this with your teacher or principal.

Code of Conduct

RESPONSIBILITIES

The School

The teachers and administrators of the Elk Grove Unified School District demonstrate appropriate school and classroom behavior in their attitudes and in their communication with students and parents. It is the school district's goal for each school to:

- **ADOPT** a comprehensive school safety plan and disaster preparedness procedures.
- **ESTABLISH** an environment in which students can meet their academic standards.
- **COMMUNICATE** regularly with students and their families about their child's academic progress and behavior.
- **INVOLVE** students in an on-going process of self-evaluation.
- **COMMUNICATE** the district's standards of behavior.
- **ENFORCE** district policy and school rules fairly and consistently.
- **COMMUNICATE** uncleared absences to parents.

As representatives of the school and district, administrators will:

- **ESTABLISH AND ENFORCE** school rules to ensure a safe educational environment.
- **PROVIDE** support to teachers as they carry out their discipline responsibilities.
- **COMMUNICATE** school rules and consequences to students, families, and staff.
- **SUPPORT** students by involving them in activities that increase confidence in accepting their academic responsibilities.

Elk Grove Unified School District

STANDARDS

Student Expectations

■ Attendance

Students are expected to attend school regularly. School district policy and state law require daily school attendance for those between the ages of 6 and 18.

■ Achievement

Students are expected to achieve academically. They are expected to:

- Strive to fulfill their academic potential.
- Actively participate in the educational process.

■ Citizenship

- Students are expected to be good citizens. They are expected to:
- Follow rules and laws.
- Avoid mutual combat situations and any activity that has the potential to cause a verbal or physical conflict.
- Respect authority, property, and the rights of others.
- Display acts of tolerance in promoting human dignity that is characterized through respect, sensitivity and care exhibited in the interaction of staff and students regardless of race, gender, disability, physical characteristics, ethnic group, language, sexual preference, age, national origin, or religion.
- Maintain standards of integrity and responsibility.

Code of Conduct

CONSEQUENCES

Student Misbehavior

- **Expulsion** is the removal of a student from all schools in the Elk Grove Unified School District for violating the California Education Code as ordered by the Board of Education. The expulsion is for a defined period of time, but an application for re-admission must be considered within a specified time period. State law provides for full due process and rights to appeal any order of expulsion.

The Elk Grove Unified School District has long maintained a “zero tolerance” policy that is supported by state law. State law mandates the Board of Education expel students for:

- *possession, sale, or furnishing of a firearm;*
- *brandishing a knife;*
- *the sale of drugs; and*
- *committing or attempting to commit sexual assault or battery.*

State law requires a school administrator to recommend expulsion if a student commits one of the following offenses:

- *causing serious physical injury to another person except in self-defense;*
- *possession of any knife, explosive, or other dangerous object of no reasonable use to the student;*
- *unlawful possession of any drug except for the first time offense of possession of not more than one ounce of marijuana;*
- *robbery or extortion; and*
- *assault or battery upon a school employee.*

- **Suspension** is the removal of a student from the classroom for disciplinary reasons for a defined period of time by a teacher or school administrator. A principal or designee may suspend for up to five days. A teacher may suspend for the remainder of the class in which the misbehavior occurred and for the next day's class. A suspension may be extended under

certain conditions. There are two kinds of suspension: On-campus suspension and home suspension. Students placed on home suspension are not permitted on or near the school campus, nor are they allowed to participate in any school activities, during the period of suspension. They may, however, be required to complete assignments and tests which will be made available to them through an intermediary.

- **Detention** is the assignment of a student to a supervised area for a specified time before or after school, at lunch, or during Saturday school.
- **School Attendance Review Board (SARB)** reviews student attendance and disruptive behavior. Students may be referred to SARB for habitual truancy, irregular attendance, habitual insubordination, or disorderly conduct at school. SARB may direct a student to take part in community services. SARB may involve the District Attorney, County Probation Department, Sheriff's Department, City Police Department, and County Health and Human Services in a student's case. SARB may transfer the student to another school or to an alternative education program.
- **The Search and Seizure Policy** governs the district's authority to search individual students and their property and the student's responsibility to submit to searches. Under Board Policy 5145.12, school officials may search when there is a reasonable suspicion the search will uncover evidence that the student is violating the law or the rules of the district or school.
 - *General inspections of school properties such as lockers and desks may be conducted on a regular, announced basis. Any items in a locker shall be considered to be the property of the student to whom the locker was assigned.*
 - *To ensure the safety of students and staff, schools may conduct random searches for weapons using metal detectors.*
 - *The district may use specially trained, non-aggressive dogs to detect the presence of substances prohibited by law or district policy. Dogs may be used in the inspection of lockers, vehicles, or personal property, but may not be used to search a person.*

Code of Conduct

THE CALIFORNIA EDUCATION CODE

A student shall not be disciplined, suspended, or recommended for expulsion unless the superintendent, a designee, or the principal of the school in which the student is enrolled determines the student has violated one or more parts of the Code of Conduct.

A student may be disciplined, suspended, or expelled for acts enumerated in the Code of Conduct that are related to school activity or school attendance occurring at any district school or within any other school district, including, but not limited to, any of the following:

1. *While on school grounds.*
2. *While going to or coming from school.*
3. *During the lunch period whether on or off campus.*
4. *During, while going to, or coming from a school sponsored activity.*
{Elk Grove Unified School District Administrative Regulation 5144.1(d)}

The following tables identify the sections of the California Education Code that govern student conduct and the consequences in the Code of Conduct that may be applied. Most violations allow for a range of disciplinary responses. Some consequences may occur simultaneously.

1. MANDATORY EXPULSION {E.C. 48915(c)}	Reprimand	Suspension	Expulsion	Citation or Arrest
1. Possession, selling, or otherwise furnishing a firearm.			X	X
2. Brandishing a knife.			X	X
3. Unlawfully selling a drug.			X	X
4. Committing or attempting to commit sexual assault or battery.			X	X
2. MANDATORY RECOMMENDATION FOR EXPULSION {E.C. 48915(a)}	Reprimand	Suspension	Expulsion	Citation or Arrest
1. Causing serious physical injury to another person, except in self-defense.			X	X
2. Possession of any knife, explosive, or other dangerous object of no reasonable use to the pupil.			X	X
3. Unlawful possession of any drug except for the first offense of possession of not more than one ounce of marijuana.			X	X
4. Robbery or extortion.			X	X
5. Assault or battery upon a school employee.			X	X
3. ACTS OF VIOLENCE {E.C. 48900(a)}	Reprimand	Suspension	Expulsion	Citation or Arrest
1. Caused, attempted to cause, or threatened to cause physical injury to another person.	X	X	X	X
2. Willfully used force or violence upon another person, except in self-defense.		X	X	X
4. WEAPONS AND DANGEROUS OBJECTS {E.C. 48900(b)}	Reprimand	Suspension	Expulsion	Citation or Arrest
1. Possession, sale, or furnishing of weapons (knife, gun, sharp object, club, or an object that could inflict injury) or explosive.		X	X	X
2. Explosives, use, or possession.		X	X	X

Code of Conduct

5. DRUGS AND ALCOHOL {E.C. 48900(c)}	Reprimand	Suspension	Expulsion	Citation or Arrest
Possession, use, sale or otherwise furnishing, or being under the influence of alcohol or drugs.		X	X	X
6. SALE OF “LOOK-ALIKE” DRUGS AND ALCOHOL {E.C. 48900(d)}	Reprimand	Suspension	Expulsion	Citation or Arrest
Offering, arranging, or negotiating to sell drugs, alcohol, or any intoxicant and then substituting a look-alike substance intended to represent drugs, alcohol, or an intoxicant.		X	X	X
7. ROBBERY OR EXTORTION {E.C. 48900(e)}	Reprimand	Suspension	Expulsion	Citation or Arrest
Committed or attempted to commit robbery or extortion.			X	X
8. DAMAGE OF PROPERTY {E.C. 48900(f)}	Reprimand	Suspension	Expulsion	Citation or Arrest
Cause, or attempt to cause, damage to school or private property.	X	X	X	X
9. THEFT OR STEALING {E.C. 48900(g)}	Reprimand	Suspension	Expulsion	Citation or Arrest
Stealing or attempting to steal school or private property.	X	X	X	X
10. TOBACCO {E.C. 48900(h)}	Reprimand	Suspension	Expulsion	Citation or Arrest
Possession or use of tobacco or nicotine products.	X	X		
11. PROFANITY, OBSCENE ACTS, DEMEANING RACIAL STATEMENTS, VULGARITY {E.C. 48900(i)}	Reprimand	Suspension	Expulsion	Citation or Arrest
1. Directed at peers	X	X	X	
2. Directed at school personnel		X	X	

12. DRUG PARAPHERNALIA {E.C. 48900(j)}	Reprimand	Suspension	Expulsion	Citation or Arrest
Possessed, offered, arranged, or negotiated to sell any drug paraphernalia.		X	X	X
13. WILLFUL DEFIANCE OR DISRUPTION OF SCHOOL ACTIVITIES {E.C. 48900(k)}	Reprimand	Suspension	Expulsion	Citation or Arrest
1. Failure to follow school rules.	X	X	X	
2. Failure to follow directive or instruction of staff or teachers.	X	X	X	
3. Failure to follow conduct code for school bus passengers.	X	X	X	
14. POSSESSION OF STOLEN PROPERTY {E.C. 48900(l)}	Reprimand	Suspension	Expulsion	Citation or Arrest
Knowingly receive stolen school property or private property.	X	X	X	X
15. IMITATION FIREARM {E.C. 48900(m)}	Reprimand	Suspension	Expulsion	Citation or Arrest
Possession of an imitation firearm that is so substantially similar in physical properties to an existing firearm as to lead a reasonable person to conclude the replica is a firearm.		X	X	
16. SEXUAL ASSAULT OR SEXUAL BATTERY {E.C. 48900(n)}	Reprimand	Suspension	Expulsion	Citation or Arrest
Committed or attempted to commit a sexual assault or battery.			X	X
17. HARASSMENT OF A STUDENT WITNESS {E.C. 48900(o)}	Reprimand	Suspension	Expulsion	Citation or Arrest
Harassed, threatened, or intimidated a pupil who is a witness in a school disciplinary proceeding for the purpose of intimidation or retaliation.	X	X	X	X

Code of Conduct

18. SEXUAL HARASSMENT {E.C. 48900.2}	Reprimand	Suspension	Expulsion	Citation or Arrest
Prohibited sexual harassment includes, but is not limited to, unwelcome sexual advances, requests for sexual favors, and other verbal, visual, or physical conduct of a sexual nature. Applies to grades 4-12.	X	X	X	X
19. ACTS OF HATE VIOLENCE {E.C. 48900.3}	Reprimand	Suspension	Expulsion	Citation or Arrest
Students in grades 4-12 may be suspended or recommended for expulsion for causing, threatening, attempting to cause, or participating in an act of hate violence defined as willfully interfering with or threatening another person's personal or property rights because of race, ethnicity, national origin, religion, disability, or sexual orientation. Speech that threatens violence when the perpetrator has the apparent ability to carry out the threat, may be considered an act of hate violence.	X	X	X	X
20. OTHER HARASSMENT {E.C. 48900.4}	Reprimand	Suspension	Expulsion	Citation or Arrest
Students in grades 4-12 may be suspended or recommended for expulsion for intentionally engaging in harassment, threats, or intimidation against a student or group of students when the harassment is severe and pervasive and disrupts classes or creates disorder or an intimidating or hostile educational environment.	X	X	X	X
21. TERRORISTIC THREATS {E.C. 48900.7}	Reprimand	Suspension	Expulsion	Citation or Arrest
Making terroristic threats against school officials and/or school property.		X	X	X
22. ATTENDANCE	Reprimand	Suspension	Expulsion	Citation or Arrest
1. Truant {E.C. 48260}. Absent from school without a valid excuse.	X			
2. Repeat truant {E.C. 48261}.	X			
3. Habitual truant {E.C. 48262}. Any student truant three or more times per school year. Students who are habitually truant may be referred to the School Attendance Review Board (SARB) for further action.	X			

APPENDIX D

(SCHOOL SAFETY AND SECURITY SURVEY)

Dear Superintendent:

Education reform and improving classroom achievement are top priorities for the California Legislature and the Governor in 1999. A safe and violence-free learning environment is an important component of this effort. The school crime reporting program and the requirement that school districts develop crime and violence prevention strategies should help this effort.

To make sure your district has the resources it needs, we would like to know more about its prevention strategies and security-related resources. We have asked the California Research Bureau (CRB) to survey school district security and crime prevention efforts. Please carefully complete the attached survey/questionnaire and send it back to Mr. Marcus Nieto at the CRB (916-653-7381) as soon as possible.

Thank you for your valuable assistance.

Sincerely,

Senator Dede Alpert, Chair

Senate Education Committee

Senator Teresa Hughes, Chair

Senate Select Committee on School Safety

School Safety and Security Survey

Goals

- Understand the priorities which school districts place on security.
- Assess the security resources of school districts, including the number and type of personnel.
- Identify the type and number of crime prevention strategies used by school districts.

Methodology and Content

The development of the survey involved a number of steps, including clarifying research goals, defining terminology, and designing and constructing the survey instrument. Meetings were held with statewide school safety administrators and professional organizations to seek their input in refining the survey and their cooperation in distributing it. The survey instrument was sent to all school district superintendents in a representative sample of California school districts. Finally, on-site follow-up interviews and telephone calls were conducted with school district administrators and line staff to clarify responses and to seek additional information.

In general, the survey respondents were asked to do the following:

- Describe the school district's level of compliance in development of safe school plans, including participation of parents, community groups and students.
- Indicate the kinds of crime prevention programs and strategies used in the district and in individual schools.
- List the number of school district police, municipal police, contract security and/or in-house security providing security on school district campuses.
- Identify the types of equipment school district police carry on school district campuses.
- Answer a series of formatted questions relating to workload, staffing, and training of school district police and security personnel.
- Specify the amount and percentage of school district budgets dedicated to security.

Surveys were sent out to a statewide sample of 240 school districts. The school districts in the sample were divided into four groups: the 50 largest districts and three equal groups based on district size:

- The 50 largest school districts with a student population of more than 22,000.
- School districts with a student population of 5,000 to 21,999.
- School districts with a student population of 1,000 to 4,999.
- School districts with a student population of 1,000 or less.

Surveys were returned by 158 of the 240 school districts in the sample (representing 43 percent of the state's K-12 student population, or 2,705,400 out of 5,710,075 students). Forty-two of the 50 largest school districts representing 91 percent of the student population of those districts responded to the survey. Fifteen percent of the school districts with 5,000 - 21,999 students responded, 12 percent of the school districts with 1,000 - 4,999 students responded, and only 10 percent of the smallest school districts responded.

School Safety and Security Survey

Part I School Safety Programs

1. Has each school in your district completed their *Comprehensive School Safety Plan*, as required by law (*Chapter 737, Statutes of 1997*)

Yes (Please indicate the number of schools)_____

No (Please indicate the number of schools)_____

- 1A. If yes, please indicate below the number and grade-level of schools in your district that have evaluated and amended their safety plans? (If evaluations have been completed, please return copies with this survey.)

K-6 _____ JHS _____ HS _____

2. Please indicate which of the following crime/violence prevention *strategies* schools in your district use and the grade-level of the school where the program occurs (K-6 grade, junior high/middle school- including grades 7th and 8th or grades 7th through 9th, and high school).*

_____ Safe and Drug Free Schools and Communities (SDFSC)	K-6____JHS____HS____
_____ Drug Abuse Resistance Education (D.A.R.E.)	K-6____JHS____HS____
_____ Gang Resistance Education and Training (G.R.E.A.T.)	K-6____JHS____HS____
_____ Families and Schools Together (F.A.S.T.)	K-6____JHS____HS____
_____ Violence prevention curricula	K-6____JHS____HS____
_____ School norms against violence, bullying, and aggression	K-6____JHS____HS____
_____ Dress code	K-6____JHS____HS____
_____ Personal and social skills training for students:	K-6____JHS____HS____
_____ Anger management	K-6____JHS____HS____
_____ Peace building	K-6____JHS____HS____
_____ Social problem solving	K-6____JHS____HS____
_____ Conflict resolution/management	K-6____JHS____HS____
_____ Social resistance (i.e. just say no, etc.)	K-6____JHS____HS____
_____ Other, please describe. _____	K-6____JHS____HS____

3. Do *crime/violence* prevention strategies used by schools in your district include participation from parents, community groups or students in the decision-making process?

Yes___ (If yes, please indicate below the number and grade-level school where these groups participated.)

Parents	K-6___JHS___HS___
Community Groups	K-6___JHS___HS___
Students	K-6___JHS___HS___

No___ If no, why not?_____

Part II School Safety Services

A. Peace Officer Personnel

1. Please indicate the number of school district employed *police officers* or *contracted police officers*?

Number of district employed police officers _____

Number of non-district (Municipal Police/County Sheriff) police officers contracted to work in the school district _____

2. Do your *district police officers* participate in the Peace Officers Standards and Training (POST) program (District officers have full academy training and the district receives reimbursement from P.O.S.T.)?

Yes _____

No _____

3. Do the *district police officers* carry any of the following equipment?

_____Firearm

_____Chemical spray (Mace, pepper, etc.)

_____Baton (Night stick)

_____Handcuffs

4. Do your *district police officers* wear *distinctive uniforms*?

Yes _____

No _____

5. Please indicate the hours of operation for your district *police officers*.

_____24 hours a day, 5 days per week

_____Daytime only

- ☐ "After hours" only
- ☐ On campus during the school day only

6. Who in your school district do *police officers* report to?

- ☐ School district police chief
- ☐ Central office administrator (Asst. Supt., Director, Supt., etc.)
- ☐ Site administrator (e.g. Principal)
- ☐ Site administrator's designee
- ☐ Other (Please identify who) _____

7. Do your *district police officers* operate district owned police vehicles with red lights, sirens, etc.?

- Yes ☐
- No ☐

8. Please indicate which of the following services are performed by your *district police officers*?

- ☐ Make arrests
- ☐ Conduct investigations
- ☐ Submit investigations to the county district attorney for prosecution
- ☐ Obtain search warrants, or arrest warrants
- ☐ Submit investigations to the juvenile court for prosecution
- ☐ Unlock doors
- ☐ Respond to alarms

B. Non-Sworn Security Personnel

1. Please indicate the number of *in-house* or *proprietary campus supervisors, proctors, noon duty assistants*, and/or *security personnel* employed by the district to provide security?

2. Please indicate the number of *contract security personnel* (Non district employees) employed by your school district? _____

3. Please indicate the hours of operation for your *security personnel*.

- ☐ 24 hours a day, 5 days per week
- ☐ Daytime only
- ☐ "After hours" only
- ☐ On campus during the school day only

4. Please indicate the training provided for your *security personnel* listed in #1 above

- ☐ None
☐ POST Training (number of hours)
☐ In-house, in service only (please indicate the type and length of training)

Prior law enforcement/security training (please indicate the type and length of training)

5. Do the *security personnel* in your school district carry any of the following equipment?

- ☐ Firearm
☐ Chemical spray (Mace, pepper, etc)
☐ Baton (Night stick)
☐ Handcuffs

6. Please indicate if the *security personnel* in your school district wear a *distinctive uniform*?

- ☐ None
☐ T-shirt/wind breaker
☐ Police/sheriff type uniform

7. Who in your school district do *security personnel* report to?

- ☐ District police chief
☐ Central office administrator (Asst. Supt., Director, Supt., etc.)
☐ Site administrator (e.g. Principal)
☐ Site administrator's designee
☐ Other (Please identify who) _____

8. Do your district *security personnel* operate district owned vehicles with distinctive markings, including electric carts, pickups, etc.?

- ☐ Yes
☐ No

9. Does your school district use community volunteers to assist your *security or police personnel* to monitor school campuses?

Yes (Please indicate the time of day) _____
No _____

10. Are your school district *security personnel* permitted to do any of the following tasks?

- ☐ Search students in the absence of a certified administrator
- ☐ Arrest persons and summon police
- ☐ Interview students suspected of committing a crime or rule violation

11. What is your school district's annual *safety services budget* (Please include personnel, equipment, and administrative costs)? _____

12. What percentage of your *annual school district budget* is dedicated to safety/security services? _____

13. Does your *school district* use any of the following equipment?

- ☐ Walk through metal detectors
- ☐ Hand held metal detectors
- ☐ Surveillance cameras
- ☐ "Panic" alarms
- ☐ None of the above

14. Does your school district use *metal detectors* for any of the following purposes?

- ☐ To check students entering campus in the beginning of the school day.
- ☐ To check students entering campus after lunch.
- ☐ To check students and other persons attending school-related events.
- ☐ Other uses. Please explain. _____
- _____
- _____
- _____

15. Does your school district conduct *random searches* for drugs, alcohol or weapons?

- ☐ Yes
- ☐ No

16. Does your school district use *dogs* to detect drugs?

- ☐ Yes
- ☐ No

17. Does your school district use *video surveillance cameras* in any of the following areas or locations?

- ☐ School buses
- ☐ Maintenance yards
- ☐ Campus entrances and exits
- ☐ Hallways
- ☐ Stairwells
- ☐ Libraries
- ☐ Parking lots
- ☐ Cafeteria
- Campus quad areas
- ☐ High risk areas (Areas of poor lighting, swimming pools, where money is kept, labs)
- ☐ Other areas (please specify)_____
- _____
- _____

18. Who is responsible for monitoring your school district *video surveillance* system?

- ☐ Personnel employed by the school district
- ☐ Non-district contract personnel (Private patrol operators etc.)
- ☐ Municipal/county police personnel
- ☐ Community volunteers

19. Does a designated person on a regular, current action basis regularly review the *videotapes*?

- ☐ Yes
- ☐ No

20. Are the *videotapes* only reviewed after an incident occurs?

- ☐ Yes
- ☐ No

21. How effective are your *school district's* safety measures?

- ☐ Very effective-our school district is safe with very few incidents.
- ☐ Effective-our school district is safe with incidents occurring a few times a Week.
- ☐ Ineffective-our school district is unsafe with incidents occurring on a frequent basis.

22. Please provide any additional comments below.

Notes

Notes

Notes



EMERGENCY - CALL 9-1-1



For Information regarding this report contact us through our website www.ocjp.ca.gov